REPORT RESUMES

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ESTABLISHING JUNIOR COLLEGES, A REPORT OF A NATIONAL CONFERENCE SPONSORED BY UCLA, THE AAJC, AND THE COMMISSION FOR ACCREDITING JUNIOR COLLEGES OF THE WESTERN ASSOCIATION OF SCHOOLS AND COLLEGES (LOS ANGELES, JULY 10-12, 1963).

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ESTABLISHING JUNIOR COLLEGES

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OCCASIONAL REPORT
FROM UCLA JUNIOR
COLLEGE LEADERSHIP
PROGRAM / NUMBER 5

JC 660 446

Establishing Junior Colleges

A Report of a National Conference Sponsored by
the University of California, Los Angeles,
the American Association of Junior Colleges,
and the Commission for Accrediting
Junior Colleges of the Western Association
of Schools and Colleges

Occasional Report Number 5

JUNIOR COLLEGE LEADERSHIP PROGRAM
SCHOOL OF EDUCATION
UNIVERSITY OF CALIFORNIA, LOS ANGELES
January, 1964

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PREFACE

The decision to hold the Conference on Establishing Junior Colleges—the proceedings of which are reported in this publication—was based on the knowledge that (*a*) notably increasing numbers of junior colleges are being established in all sections of the nation; (*b*) there is a paucity of literature on how to start a junior college; and (*c*) there is a sizeable reservoir of useful experiences, observations, and findings created by those who have founded or studied the founding of two-year colleges.

Events which led to the conference include these:

1. A one-day workshop on establishing junior colleges was held at the University of California, Los Angeles, on March 18, 1961. Jointly sponsored by UCLA, the California State Department of Education, the California Junior College Association, and the Junior College Section of the California School Boards Association, the conference was attended by more than 125 educators and members of boards of trustees. During the day the suggestion was repeatedly made that an additional and more extensive conference should be held. Interest in the subject of the workshop is suggested by the fact that the supply of proceedings was soon exhausted by requests from all sections of the country.[1]

2. The work of the Committee on Establishment of Junior Colleges—a committee of the Commission on Administration of the American Association of Junior Colleges—has highlighted the need for discussion and study, including the dissemination of presently available findings, of the process of starting two-year colleges. A brief report of the work of the committee by its chairman, Alfred M. Philips, was made at the conference and is included in this publication.

3. Studies of the establishment of junior colleges which have been initiated at UCLA—including those reported at the Conference by B. Lamar Johnson and Ellis M. Benson—have identified a variety of plans, procedures, and recommendations for starting junior colleges. The need for sharing these is suggested by diversity of practices from college to college within a given state as well as by differences between states and sections of the country.

4. Prior to the March, 1963, Conference of the American Association of Junior Colleges at Seattle, an invitational preconference workshop was held to discuss plans for a monograph on how to establish a junior college, to be published by the Association in 1964. At this workshop the possibility of holding an early conference on establishing junior colleges was discussed. Those in attendance were unanimous in recommending such a conference and suggested that participants be included from all sections of the nation.

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[1] University of California, Los Angeles. ***Proceedings of the Workshop on Establishing Junior Colleges, March 18, 1961***. Sacramento, Calif.: California State Department of Education, 1961.

It was with this background that the Conference on Establishing Junior Colleges was held. Sponsored by the UCLA Junior College Leadership Program in cooperation with the American Association of Junior Colleges and the Commission for Accrediting Junior Colleges of the Western Association of Schools and Colleges, the Conference was held at the University of California, Los Angeles, on July 10–12, 1963. In attendance were more than two hundred educators and lay citizens (including legislators and members of boards of trustees) from fifteen states, the District of Columbia, and Canada.

The Conference considered procedures for establishing junior colleges—in particular, those procedures employed after the decision to have a junior college has been made. It will be noted, as is pointed out by Jack Culbertson in the closing presentation of the conference, that emphasis was on practices, including guidelines and principles of operation.

In addition to a series of addresses at general sessions—Edmund J. Gleazer, Jr.'s keynote address, "Establishment: A Trend and an Opportunity for the American Junior College"; B. Lamar Johnson's paper, "Problems and Practices in Starting New Colleges"; Ellis M. Benson's report, "Steps and Time Sequence Factors in Starting Junior Colleges"; Henry T. Tyler's discussion, "Problems, Issues and Trends in Accrediting New Junior Colleges"; and Jack Culbertson's closing statement, "Reactions to the Process of Establishing Junior Colleges: Impressions of the Conference"—the Conference was planned around a series of six section meetings. These sections considered the following areas of operation as each related to starting a junior college: curriculum, student personnel, staff personnel, plant and facilities, finance, and community relations. At each section meeting an address was made on "guidelines for getting started," as these related to the particular field under discussion. Each address was then followed by a case report of experiences and findings in starting a specific college. Each paper generated discussion.

It is hoped that publication of these proceedings will be useful to those administrators, instructors, other staff members, boards of trustees, and lay citizens who are responsible for the establishment of junior colleges. It is also anticipated that these proceedings will be valuable for administrators and other faculty members in long-established colleges. The problems, issues, and procedures involved in the process of starting a junior college (typically within, as studies show, an all too short period of time) represent in a condensed version the entire scope of junior college operation. In establishing a college, all types of administrative decisions and actions must be anticipated and taken.

Sponsors of the Conference are indebted to many for their contributions to it. These include those who presented papers and also those who participated in the lively, and sometimes sharp, discussions of the Conference. Special thanks are due Frederick C. Kintzer, Director of the Conference and Assistant Director of the UCLA Junior College Leadership Program; Dorothy J. Wilson, conference secretary and administrative assistant in the University of California Office of Relations with Schools; William Harper and Carol Bluford, Office of Public Information, American Association of Junior Colleges; and Paul L. Perras, Publications Editor, University of California, Los Angeles.

B. LAMAR JOHNSON

FOSTER H. SHERWOOD
The Vice-Chancellor,
University of California
Los Angeles, California

ADDRESS OF WELCOME

May I express on behalf of UCLA our great pleasure in having you on our campus for the purposes indicated in your program. We congratulate you on your perspicuity in recognizing UCLA as a particularly appropriate location for a meeting devoted to the problem of establishing new two-year colleges. Not only has California been a pioneer in the junior college field, but it is also the state of the Master Plan for Higher Education, which has attempted to come to grips in an intelligent and helpful way with the problems of higher education, and which is, to an increasing degree, serving as a model for other states and abroad. It is even more logical that you would select Southern California, where the problems of growth are endemic and have become almost second nature to us. And UCLA itself, of course, has attempted to create in 40 years, we hope with some success, a major educational enterprise. We have dealt with, and will continue to deal with, these problems of growth and the lessons we can learn from them. In addition to this practical, day-to-day experience, we have had for some time an academic involvement with these issues and problems. Professor B. Lamar Johnson has headed up our efforts in this direction, and we consider that your decision to meet here is in large measure a tribute to him.

We in the University see our function and that of the two-year colleges as one of interdependence in which neither can prosper without the success of the other. We believe that out of our cooperative experience we can each enhance the other's prosperity in our educational mission. So I believe that it is not only appropriate for you to be here but that it is equally appropriate for us to be here, for we can learn a great deal from one another about our mutual concerns and ways of meeting our common problems.

Welcome to UCLA.

ALFRED M. PHILIPS
President, Big Bend Community College
Moses Lake, Washington

A REPORT OF THE COMMITTEE ON ESTABLISHING NEW JUNIOR COLLEGES— AMERICAN ASSOCIATION OF JUNIOR COLLEGES

During the 1961 summer meeting of the Commission on Administration of the American Association of Junior Colleges, a subcommittee was established to develop a report concerning desirable procedures in the establishment of new junior colleges. Commission members appointed to this committee were Dr. Charles Adkins, President of Briarcliff College, Briarcliff Manor, New York; Dr. Frederic T. Giles, Coordinator of College Relations, University of Washington, Seattle, Washington; Dr. W. H. Hinton, President of Texarkana College, Texarkana, Texas; and Dr. Alfred M. Philips, President of Big Bend Community College, Moses Lake, Washington, Chairman.

After a preliminary meeting, the committee reported to the commission that it conceived its purpose to be the development of certain principles and concerns in the establishment of new two-year colleges. The hope was expressed that this framework might serve as the basis for detailed research later on and for a possible publication which would be available to those faced with the problems associated with the establishment of these institutions. It was indicated the work would be concerned primarily with public two-year schools.

Through correspondence among the committee members, a preliminary report was drafted for presentation to the commission at the Denver meeting of AAJC. Without going into detail, this draft reviewed general criteria for the establishment of two-year colleges and their regulation by law. A bibliography was compiled of surveys and reports on the founding of such schools. The proposed report set forth a series of steps considered to be typical of the development of a junior or community college from the time of its inception to the day the doors opened. However, following a lively discussion, the dangers of oversimplification and chronological listing became apparent, and the committee decided to approach the problem in a different way.

Certain principles were set forth as basic to the development of the public two-year college. It was the consensus of committee members that these basic ideas are involved in the establishment and organizational patterns of all new institutions. These may occur in different ways and at different times, but they nevertheless are present. Such principles would allow much freedom for future research culminating in a published volume dealing with establishment of new junior and community colleges. These principles, together with the concerns they involve, are as follows:

I. *To Select a Chief Administrative Officer*
   Concerns: The individual must be capable of providing educational leadership.
   He must possess a working knowledge of the *community college.*
   He must possess the ability to use the community organization as a positive force in developing the college.

II. *To Develop a Philosophy and Image for the Community College*
   Concerns: The development of a philosophy and image must be a continuing process.

III. *To Relate this Philosophy and Image to Both the Socioeconomic Development of the Community and to the Total Post-High School Educational Program of the State*
   Concerns: It must be articulated with post-high school education, both public and private.
   It must be related to the various areas of community life.

IV. *To Involve Key Community Groups and Individuals in the Total Development of the Institution*
   Concerns: This involvement should include the various segments of community life.

V. *To Select Personnel with the Understanding and Background Necessary to Initiate and Develop the Community College Program*
   Concerns: Individuals selected must be well qualified in their respective areas of instruction.
   Individuals selected must possess the ability to teach and counsel students.
   These individuals must be capable of participating and contributing to the total college program and to the community.

VI. *To Develop a Master Plan and a Time Schedule to Accomplish Each Phase*
   Concerns: The master plan should provide long-range planning for all segments of the college, including:
      (1) financial plan and budget
      (2) faculty and staff
      (3) organization and administration
      (4) curriculum
      (5) physical facilities.

This report was presented to the Administrative Commission in June, 1962, and was accepted as fulfillment of the purpose of the committee. Dr. Johnson's ensuing work and forthcoming publication reflect the thinking and work of the committee.

EDMUND J. GLEAZER, JR.
Executive Director
American Association of Junior Colleges
Washington, D.C.

ESTABLISHMENT: A TREND AND AN OPPORTUNITY FOR THE AMERICAN JUNIOR COLLEGE

There are some recognized panaceas for problems our society confronts. Appoint a committee, make a study, hold a conference. Life for most of us in the educational field appears to be an eternal series of conferences with occasional interruptions for reporting expenses, taking care of the laundry, and chastising our children. Now here we are again in conference assembled, and we have every right in the world to demand some justification for this meeting. As the "key-noter" I am under obligation to present some evidence that this conclave is worthy of your time, energy, and money.

As far as I know this is the first time in American education that a national conference has been held to deal with the establishment of colleges. And it is a timely consideration because junior colleges are being established at a dramatic rate.

During the period 1958 to 1962, 108 new junior colleges were established: 86 public; 14 church-related; and 8 independent nonprofit. As far as we have been able to determine, 26 were founded in 1958; 15 in 1959; 20 in 1960; 29 in 1961; and 18 in 1962. We have some data for 1963. To our knowledge 18 junior colleges so far are slated for opening in the fall of 1963: 15 public; 2 church-related; and one independent nonprofit. Three new junior colleges, all public, are already organized for opening in 1964.

Greatest growth by far in any state for the five-year period has been in Florida, where 23 new junior colleges were established. New York was second with 16; and California third with 10. Of course, these figures have to be examined judiciously or one could fall into the statistical quagmire that exists in reports received from the Soviet Union in the percentage increases in their economy. California had a very substantial number of junior colleges before 1958; but it was about that time that New York and Florida and some of the other states greatly accelerated their junior college activities. It won't be long, in my estimation, before there may be a similar development in such states as New Jersey, Ohio, and, possibly, Pennsylvania.

Many of these newly established institutions have had a fantastic rise in the numbers of students enrolled. Miami-Dade Junior College in Florida opened in 1960 with a student body of about 1,300, enrolled approximately 6,000 students in 1962, expects 8,000 this fall. Bronx Community College in New York enrolled 1,300 students initially in 1958, and in 1962 it had 4,100 students. Foothill College in California opened with 1,400 enrollees in 1958; and in 1962 reported 6,100 students. These institutions have had their counterparts in explosive growth in other sections of the country.

Now look ahead a few years. By the fall of 1965 junior colleges in this country will be enrolling 1,121,000 students and will be employing 37,000 teachers on a full-time equivalent basis. Some 765 million dollars will be spent for new facilities and rehabilitation of existing facilities between now and 1965.

During the five-year period between 1965 and 1970, enrollments will rise to 1,735,000 students with a total full-time equivalent faculty of 49,000. Expenditures between now and 1970 will total more than two billion dollars. And by 1975, enrollments will be at more than two million. Expenditures will total more than three billion dollars for facilities.

From reports reaching our office we see other indications of tremendous growth. California will have 100 junior colleges by 1975; New York will have 40 publicly supported community colleges, and Florida will have 35.

There are reasons, many of them, for this phenomenal development of the junior or community college. You are acquainted with these, but let me just cite one statement which expresses well the forces propelling this movement. The North Carolina Board of Higher Education in its 1961–63 Biennial Report made these observations:

> The community college has proved itself on the national scene. It is our best and likely our only way to meet our educational obligations. This new venture speaks directly to the changing economy of our state. Within ten years, it is likely that thousands of our agricultural workers will have been supplanted by the revolutionary changes in farm technology. Tobacco, corn, cotton, and other crops are increasingly being handled by machines rather than hands. Such changes are also occurring in manufacturing and other industries. What will happen to these people? Chaos, rising juvenile delinquency, crime, and empty lives can be the result. Our comprehensive community colleges, offering college parallel work, vocational and technical training and re-training, and many community services, cannot fail to ease the transition and reduce the dangers clearly inherent in the changes ahead.

With this kind of perception of the community college role, we can look toward the establishment of 20 to 30 community junior colleges each year. Now, if you say that very fast, the full significance of the statement can escape you. But one doesn't murmur magical words and bring forth a new institution. Nor does he manipulate various inanimate objects and build a college. A college emerges gradually as a material expression of ideas held by people. All people do not have the same ideas. The process of bringing forth a new institution is very often about as painful and as fraught with hopes and fears as physical birth. Take a look at some of the problems that have developed in many of our communities.

The Royal Oak, Michigan *TRIBUNE* raises the question—"Should Oakland County establish community colleges?" The writer goes on to say it should not, "not now."

> We cannot accept any new entries in the growing competition for taxes among governmental institutions until state-wide fiscal reform is an actuality. For even at the state level, the struggle for larger shares of the tax pie between local schools, colleges and other services is monumental.
>
> . . . We feel while the complex issues involved may be understood by professional educators, they are not so understood by the general public. A real communication gap exists.
>
> Community colleges must be approved on the basis of careful consideration, rather

than a 'campaign.' Until plans are more precisely blueprinted, voters cannot make a responsible decision, although they are now being asked to take the responsibility for it.

The key statement in the editorial is, very likely—*"A real communications gap exists."*

Here is another problem which you might recognize. The Auburndale, Florida *STAR* expresses itself:

> Lakeland stuck its greedy thumb into another pie last week when the Chamber of Commerce of that self-styled metropolis, aided and abetted by a newspaper published in that city, violated a gentlemen's agreement and made a direct and positive pitch for the proposed Polk County Junior College.
>
> The newspaper, which often poses as the oracle and 'defender' of all Polk County, smeared page one with a picture and story announcing that a phosphate firm would make a 90-acre site within spitting distance of Lakeland—but many miles from the Polk population center—available without cost for the proposed college.
>
> That announcement, accompanied by a ballyhoo build-up by Lakeland Chamber officials, violated an agreement by all Polk municipalities to avoid discussion of sites until establishment of the college is approved by the legislature.
>
> Representatives of all competing communities agreed that a dispute over the location of the proposed college prior to the legislative session might prove a stumbling block in obtaining state approval of the proposed institution.
>
> Now Lakeland's Chamber, and its pontificating newspaper, have violated that agreement.

Community pride and the issue of location are not unknown elements to be taken into account in the establishment of junior colleges.

And from the Charlotte, North Carolina *OBSERVER:*

> Gaston County is too close to making its community college dream a reality to have the educational enterprise bog down at this point.
>
> . . . There has been no effective organized opposition. But here and there one may detect an undercurrent of anti-intellectualism which more nearly fits the pattern of the county's economic and political development within the first half of this century.
>
> . . . Sub rosa opponents of the college reportedly are planting seeds of doubt and fear in the hope that these will take root and shoot up to screen the potential of the institution for the educational advancement of Gaston's young people.

Call them what you will. There are countervailing forces to be recognized. The writer chooses to call this one "anti-intellectualism."

There are many other "real life cases" we could refer to. These are merely illustrative of some of the issues which we will deal with here. Problems of inadequate communication among persons in the community, competition for the tax dollar, what to call the institution, where it shall be located, how it shall be organized and administered, local ambitions and pride, the "anti's." This conference is based upon the assumption that there is now a body of experience which can be referred to and utilized in meeting these problems and many others. Experience is recognized as a good teacher; but sometimes the tuition paid is exorbitantly high for the lesson learned. The man of wisdom benefits from the experience of others.

So far we have said that community colleges are being established. This could be called a trend. We've consulted the pages of a few newspapers to find examples of some of the obstacles often encountered in establishing these institutions. Perhaps these problems appear so formidable that you are at this moment questioning whether you want to be identified with the process of establishment at all. Let me hasten to say that, in my opinion, there are creative opportunities that far outweigh the difficulties. What are some of these opportunities which ought to be fully exploited?

I.

THE OPPORTUNITY FOR INNOVATION

How many times have you who have built a house wished that you could have another chance at it as a result of what you learned in the building? When we worked out problems on the blackboard we sometimes erased the whole confused problem to start again on a clean board. We are not saying that those who have responsibility for establishing a new institution are entirely free. There are values, traditions, power systems, personalities in the community. These must be recognized as social facts. They make up the social context and cannot be ignored. But at the same time there is usually a field of action within which various ways of solving problems are tolerated. The limits to this field are not immovable. A test of the ability of the administrator as teacher and interpreter to the community may very well be the breadth of this field of action. There are those observers who suspect that few administrators really test the limits of experimentation or innovation which will be accepted by the community.

It is my impression that community colleges in general have tended to stay well within the boundaries of current educational practice and procedure. Frequently described as flexible, dynamic, new and responsive, the junior college does not often actually fit that description. There are reasons given which all of us here recognize. But I would raise the question as to whether these are good reasons.

Here we are establishing a new institution, creating a new organization, formulating a new set of social relationships, producing a physical environment. What will our approach be? Will the curriculum be a cut and paste job, assembled in eclectic fashion from a collection of junior college catalogs? Will the classrooms and laboratories and library emerge from well-worn rules of thumb that are impressive to quote and difficult to justify? We live in an environment for learning that is sometimes nebulous, often confusing, frequently mysterious. How does learning take place? Where does it take place? To bring some order to our uncertainties we have quantified the process—square feet per student, semester hours, student-teacher ratio. We are often bound by letters of the accepted but untested.

One of the great opportunities for those who lead in establishing new institutions ought to be development of program, personnel, and plant which most closely and logically derive from an honest and precise perception of the job to be done. Let no concept be utilized and no procedure adopted which has not been examined candidly and a bit skeptically. Innovation in and of itself possesses no great merit, but innovation which results from an inquiring mind, well-conceived hypotheses, and honest evaluation gives assurance of a sensitive and lively environment for learning.

Twenty-five community colleges of this kind established in 1963 could affect profoundly not only the junior college field but all of higher education. If innovation is more readily accepted in those institutions still in process of organization, then the junior college with its many new institutions will have the greatest opportunity in the educational family for inventiveness and creativity. That "if," I must be frank, bothers me. Whether innovation is more frequently found in newer or more mature educational organizations is a question I would like to leave with this group.

II.

THE OPPORTUNITY TO PROMOTE PUBLIC UNDERSTANDING

It has frequently been stated that one of the greatest problems in the junior college field is interpretation of the community college concept in terms that both lay people and professionals can understand and accept. I concur in James Conant's views recorded fifteen years ago:

> The movement to establish more two-year free colleges locally has been gaining ground in the last few years. For these colleges to fulfill the desired function, however, will require genuine public support, not merely the educators' blessing. But before such support is forthcoming, there will have to be a rather complete change in public opinion. By and large, people think of colleges as four-year colleges or universities. The new status of a local two-year institution will require careful and repeated explanation in many states. Above all, the new institutions will have to be made as attractive as possible; if they are merely the colleges for the discards from other institutions, they will surely not succeed.[1]

Some of you here attended the conference sponsored by the Center for the Study of Higher Education and the American Association of Junior Colleges at Berkeley in late 1960. Representatives of industry, government, and education were present to discuss the current future role of the two-year college in American education. It was the judgment of that group that a major problem in the junior college field is the development of better public understanding of the two-year college. It was recommended that a small group of able people develop a short, accurate, and dynamic statement of the two-year college and its role in American education. Some steps are under way to do this on a national basis; but such attempts will be profitable only as they refer to actual performance of the emerging institution in each community.

What finer time is there for community consideration of the community college idea than the time of its founding? To borrow a biblical phrase, there is interest by the citizenery in "what manner of child shall this be?" Questions will be asked. Many of these are motivated by economic concerns. What will it cost me? What am I paying for? What will this institution do that is not now being done? Why should the local community have to pay for post-secondary education?

At no other time in the life of an institution are there so many questions to be asked about the college. These questions can be irritating, troublesome, and tiring. But they are made by people who are concerned. Now is the time for these questions to be met. Later on the institution may be taken for granted. It will serve quietly and well. The concerns that motivated inquiry and discussion will subside and a new danger, public lethargy, will appear. But the beginning is the time of opportunity. It may seem to be the time that tries men's souls. But it is also a situation which psychologists recognize as conducive to learning. It may seem at the time most desirable for a college to be quietly, almost surreptitiously, organized and set in motion, with scarcely a ripple of curiosity in the community. But such an institution will lack the fibre of the one conceived and born in the heat and light of open and straightforward public discussion.

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[1] Conant, James Bryant. *Education in a Divided World.* Cambridge, Mass.: Harvard University Press, 1948. Pp. 200–201.

And there is another element which is of profound importance. Consideration of the philosophy that undergirds the community college can be a wholesome and integrating experience for the community. At this time a community decides what it is willing to pay for. It is almost inevitable that the community appraise its values. The people decide what they believe in and for what causes they will give their substance. Many divisive and fragmenting influences beset our community life. The establishment of a college based upon democracy's ideals can be a polarizing and cohesive experience. Groups that have not met around the table for some time may be brought into conversation with each other, especially if the college is to be comprehensive in its offerings. Management, labor, the professions, the rich and poor, the old and young, the progressive and the conservative, all have a stake in the establishment of the community college. Here is something real, concrete, visible, not a theory or philosophy only to be discussed; but an evolving institution, to be observed, felt and judged, and one capable of yielding a consensus among groups of widely varied interests.

III.

THE OPPORTUNITY FOR PERSONNEL DEVELOPMENT

Establishing a new institution is more than planning a campus and constructing buildings. These are the material manifestations most easily seen and which therefore often assume a dominant position in the growth of the college. Of even greater importance is what happens to the people who will make up the college: the administrators, staff, teachers, students.

I have observed that the most critical need in our rapidly growing new colleges is for effective communication among the people who make up the college community. Students enroll who have no traditions, perhaps not even a college song to sing. Faculty are recruited, sometimes several hundred of them brought together on a campus within just a few years. They come from colleges, universities, high schools, business; from east, west, north, and south. Their perceptions of the work of the college vary widely.

The newness of the individual institution, the still somewhat novel role of the community college, the breadth of offerings, are elements that may prevent the achievement of a clear-cut focus of the purposes, procedures, and programs of the college. When an institution has a faculty of 350 in the fourth year of operation and an enrollment of approximately 8000, a critical problem exists in achieving common understandings by all personnel of the character of the institution's program. But, at the same time, there is in this problem an opportunity for communication which can lead to an accommodation of views and agreement in regard to basic purposes. We find a similar problem and opportunity in interpreting the college to the external community. I can conceive of no requirement for leadership more taxing nor more essential than the blending into a harmonious, cooperative and communicative organization the faculty, staff, students, and board of a new and rapidly developing community college. Nor is there a better time to work toward this blending of interests than when new buildings are being planned. How can they be planned without perception of purposes? When courses of study are being developed? How can this be done without some agreement as to what is appropriate? When the organization of faculty, student and administration is forming? How can structure be determined without reference to function and function derived without consideration of purpose?

What we are saying is that in the early, formative days of a new college there can and ought to emerge from the developmental processes a kind of fellowship, or esprit, or camaraderie that characterizes social organizations of vitality and movement. It's basically the idea that "in the building the builder also grows." The process of establishment is more similar to the growth of a flower or a tree than it is to the construction of a house. Rather than cutting and fitting and hammering inanimate materials into an organization structure, there are brought together living, reacting elements in kind of an organic relationship.

And now in summary. There is abundant evidence of a trend toward the establishment of new community colleges. We can expect 20 to 30 of these institutions each year for the next several years. In the development of new colleges are remarkable opportunities which may not be available again during the existence of the institution. There is the opportunity for innovation. An institution which begins with a creative, experimental, inquiring approach may very well find it possible to conserve this posture. There is the opportunity to interpret the college to the community. Where a college has its start in informed discussion within the community, there is the probability that communication between both will continue. There is opportunity for the development of personnel of the college. The staff is shaped into an organized relationship. There is the unmatched opportunity for output in mental and physical energy, for communication among persons, and for cooperative activities so essential to effective organization.

To you who have the privilege of leadership in such an enterprise, there is the high reward of seeing philosophy translated into material reality—the idea take form and dimension—you are inventor, artist, teacher, creator. Your work, good, bad, or indifferent, will be registered not only in concrete and stone and steel, but in the lives of the people of your community for years to come.

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PROBLEMS AND PRACTICES IN STARTING JUNIOR COLLEGES

The establishment of junior colleges in large numbers is inevitable for both the immediate and long-term future, as Dr. Gleazer has pointed out. Such colleges must be wisely planned and their programs effectively initiated; and yet, the literature on the establishment of junior colleges is meager and is largely limited to a consideration of criteria for use in arriving at a decision regarding whether to have a junior college. There have also been occasional descriptive reports on the planning and establishment of individual colleges. On the whole, however, an administrator responsible for starting a new two-year college searches in vain for a body of literature which will be of help to him.

It is with this background in mind that the present conference is being held. In the same context I have for the past two years been studying the establishment of junior colleges. My work is concerned with what is done after the decision to have a college has been made—and, in particular, after the president has been appointed and through the first year of classes.

Up to the present I have studied the establishment of 33 public junior colleges in 11 different states from Washington to Florida, from California and Arizona to New York and Massachusetts, and from Illinois and Ohio to Texas.

In my investigations I have chiefly interviewed founding administrators—including presidents, deans of instruction, deans of student personnel, business officers, registrars, librarians, deans and directors of technical and evening programs. I have also conferred with other staff members, members of boards of trustees, and representative citizens and have examined a multitude of reports, documents, and boards of trustees minutes.

It is my purpose in this presentation to report representative problems and practices in establishing junior colleges under six headings: Staff Personnel; Curriculum and Instruction; Student Personnel; Finance; Plant and Facilities; and Community Service and Relationships.

Before reporting problems and practices I should, however, like to state and comment on two general conclusions which defy classification under any of the headings to which I have referred.

The most striking and perhaps important finding of my studies up to the present will come as no surprise to those who have been involved in starting a two-year college. They have experienced the reality of the conclusion to which I refer. It is this: *The time typically available for planning and starting a junior college is all too short* and, I might add, there is no evidence to suggest that available time will, in the future, be extended significantly.

In the 33 colleges which I have been studying, the median date at which presidents assume their duties is seven months before the opening of classes. Only seven chief administrators—less than one in four—had as long as a year in which to start a college. Two had only two months.

Several reasons are advanced for the late appointment of administrators—or perhaps a more accurate statement would be for the early opening of classes. Following the decision to have a college, the search for a president is time consuming. The selection of a chief administrator is perhaps the most important decision a board of trustees is called upon to make. This understandably and justifiably requires time.

To delay the opening of classes for from 16 or 18 months after appointing a president would usually deny the opportunity of junior college attendance to members of current high school graduating classes in the community. Furthermore, income from tax sources might be delayed or sharply reduced until instruction had started. As a result, a new college might lose sizeable sums of money by failing to open classes at an early date.

It is such factors as these that make it unlikely that increased periods of time will be available for establishing junior colleges. Accordingly, I suggest that as we consider problems and practices we keep constantly in mind limiting factors associated with restrictions of time.

A second over-all conclusion relates to a projected potential—certainly not to a realized achievement. It is this: *In the establishment of junior colleges*—as also in junior college administration in general—*principles, insights, and procedures can to advantage be borrowed from varied disciplines and fields of operation entirely outside of education.*

At Cuyahoga Community College in Cleveland, LESS (Least Cost Estimating Scheduling System) has been borrowed from space technology, engineering, and building construction and applied to the establishment of a junior college. Under this plan steps in establishment are identified, the length of time required for various operations are projected, and a time-sequence schedule for getting started is developed with the assistance of data processing equipment.

St. Louis Junior College engaged the McDonnell Automation Center to develop plans for the use of automated procedures (including forms and equipment) in student accounting (admission, scheduling, student performance reporting, student records), financial accounting (disbursements, receipts, payroll, property records, bookstore, cafeteria, general ledger), and personnel administration (recruitment, employment, personnel records). The college staff has worked with McDonnell personnel in procedure analysis and application to automation.

I refer to this conclusion—namely, that, *in the establishment of junior colleges, principles, insights, and procedures can to advantage be borrowed from varied disciplines and fields of operation entirely outside of education*—and to these illustrations from Cleveland and St. Louis because it is clear that junior college administrations have only begun to realize some of the potentials available to them from a multiplicity of sources. Under the pressure of time it is imperative that they do so.

The process of starting a junior college consists of six major undertakings:

1. Plan and develop a curriculum, a program of instruction: *Curriculum and Instruction.*
2. Employ and organize a staff: *Staff Personnel.*

3. Enroll, counsel, and organize students: *Student Personnel.*

4. Provide money for capital outlay and operation: *Finance.*

5. Provide plant and facilities: *Plant and Facilities.*

6. Relate the program to the needs of the community, and keep citizens informed about the college and involved in its operation: *Community Service and Relationships.*

I.

CURRICULUM AND INSTRUCTION

Determining what curricula and courses to offer and planning the instructional program are obviously essential steps in starting a college. But, let's face it, because of the shortage of time the most frequent method of building a curriculum for a new junior college is what I would designate the "scissors and paste" method. Under this plan—if plan it may be called—the offerings of one or more neighboring colleges are adopted, sometimes in their entirety. One president told me how he and his staff associates had literally, in their haste to get started, copied the catalogue of another two-year college. This publication proved to be full of inaccuracies, even for the college for which it was intended. It was not at all adapted to the new college and plagued its students and faculty for years.

Formal community surveys are ordinarily not made—unless they have been made before the appointment of the president—as a basis for curriculum planning in new junior colleges. The reason is clear—lack of time. Lay advisory committees are, however, often found to be helpful in coming to decisions about college offerings.

The Board of Trustees of St. Louis Junior College (Missouri) appointed a technical education advisory committee of 30 knowledgeable community leaders. After studying the role of technical-vocational education in the junior college, the committee identified fields in which there were notable personnel needs in St. Louis. On the basis of the findings and recommendations of the committee, the college staff developed curricula in hotel and restaurant management, nursing, dental assisting, executive secretary, medical records librarian, engineering technology, and law enforcement. The St. Louis committee was a short-term action committee. It held only three meetings—and this is important when time is of the essence.

Reference is repeatedly made to the importance of involving faculty members in curriculum planning and development, and yet announcements—including in many cases the publication of a catalogue—regarding the college and its program must ordinarily be made before the appointment of a faculty. Several presidents have themselves formulated statements of college purposes and philosophy and decided upon initial course offerings—sometimes in consultation with citizens of the community and with any staff members who have been appointed. During the opening year of a college, faculties can examine, re-examine, and revise original formulations and plans.

Frequently, faculties of new colleges are assembled for precollege planning sessions for a week or two before the opening of classes. This is a practice which a number of colleges continue to follow each fall.

At times faculties leave their campuses for retreats. At Foothill College in California, the practice of having a weekend retreat at midyear was initiated during the first year of the college and has been followed annually since. An interesting feature of the Foothill conference is that members of the board of trustees attend and participate—to the mutual advantage of both trustees and faculty members.

Librarians are typically among the earliest appointments at new colleges, because having a librarian to organize a library and have it ready for service by the opening of classes is both important and difficult. The recommendations of newly appointed faculty members are frequently used as a basis for building a book collection. Studying the holdings of other junior college libraries is also used as a guide to the selection of books. When the librarian at one college was appointed, he was assigned the responsibility of selecting and ordering books, even before he left his former position. The new college employed a secretary to order books under his direction.

A small but increasing number of libraries are ordering books from jobbers who not only supply books but also prepare them for the shelves—including their complete cataloguing and processing. Under this plan books can be placed on the shelves immediately upon arrival. Time is saved, and some studies also show a financial saving. If this plan is followed, it is essential, of course, for the jobber and the college librarian to have an agreement regarding policies of cataloguing.

A number of colleges are developing their libraries as centers of instructional resources by including not only books and other printed materials but also films, slides, recordings, programmed learning materials, and the like. Unified catalogues for all types of materials are being developed, and listening tables and listening and viewing areas are provided—as is planned at Miami-Dade Junior College in Florida, where students may hear recordings and view films just as they study books.

Development of a curriculum and a program of instruction, including library facilities, presupposes, of course, a staff to administer and teach the program.

II.

STAFF PERSONNEL

The selection, appointment, and organization of a staff are of obvious central importance—for no college can be better than its faculty, and no faculty can function without organization.

Basic to effective staff personnel policy and practice are the working relationships between the chief administrator and his board of trustees or other body or individual to whom he is responsible. Administrators give notable emphasis to the importance of defining the respective roles and responsibilities of boards and presidents. "From the beginning," states one president, "we defined and established practice regarding matters which are the responsibility of the board (policy) and of the president (administration)."

Another president explains that before accepting the position he drafted a statement of philosophy, policy, and practice with particular emphasis on the responsibilities of and relationships between the president and the board of trustees. Several administrators report the value of the early development of a board of trustees policy manual.[1]

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[1] Kintzer, Frederick C. *Board Policy Manuals in California Public Junior Colleges.* Occasional Report from UCLA Junior College Leadership Program, No. 2. Los Angeles: University of California, 1962.

A number of presidents cite situations in which it has been necessary to educate city or county superintendents of schools, county supervisors, or members of boards of trustees regarding the roles, program, and organization of junior colleges—and also regarding the mutual responsibilities of administrators and board members.

One chief administrator reports that the superintendent of schools and board of education have on several occasions made faculty appointments without his recommendation and, in a few cases, without his knowledge. From another college comes a report of the appointment to the faculty—apparently under some duress—of the son-in-law of the superintendent of schools.

A few—I am pleased to state very few—presidents report off-campus pressure to make politically recommended appointments to the staff. One chief administrator who was asked by a powerful member of his state legislature to select a particular man as dean of .... at his college explained that there was no such position. Came the immediate reply, "There will be within three weeks," a promise which has fortunately remained unfulfilled.

Presidents who have unequivocally resisted political pressure have, they report to me, succeeded in maintaining their personal and professional integrity.

Presidents of new colleges have certain advantages and certain handicaps in selecting a staff. The short amount of time available for selecting a faculty obviously creates problems. On the other hand, the fact that a college is being started often attracts the interest of potential faculty members who are inerested in being charter members of a staff and in participating in a pioneering venture. Information about Adirondack Community College, New York, and its staff needs was sent to all graduate schools east of the Mississippi and to selected commercial teacher placement agencies. In addition, wide publicity was given to plans for the new college. As a consequence, more than 800 applications were received for the 12 positions to be filled.

The problem of securing qualified personnel in "shortage fields" is frequently difficult. In seeking a superior teacher of mathematics, one president visited the campus of a university with an outstanding department of mathematics and interviewed students. "I stopped them in the halls," he explained, "to get their judgments regarding who was the best teacher of lower division mathematics at the institution. There was general agreement on one man. I investigated his qualifications, interviewed him, and invited him to a position on our faculty. He accepted and has proved to be a superior faculty member in every way."

Several presidents refer to the importance of using care in selecting staff members. I visited with one administrator who, during the second semester of the operation of his college, had had a faculty member—to use his expression—"go sour" on him. When I asked him what he would do differently if he were starting over again, he immediately replied, "I would make searching inquiry—preferably in personal conversation or by telephone—of the present employer regarding the qualifications of every applicant before his appointment."

Another president had found it necessary to discharge three faculty members in the third year of college operation. He observes, "If I were starting over I would make certain that sufficient time is provided administrators to make it possible—at an early date—to evaluate the services of faculty members. I would further want to make certain that faculty members are informed at an early date—preferably in time to make corrections—if there is any question about their reappointment."

Although in the country as a whole the plurality of new public junior college instructors comes from high school teaching positions, there is some disagreement regarding the desirability of appointing high school teachers to junior college faculties. On the one hand, it is suggested that the appointment of high school teachers in sizeable numbers may tend to create an image of the college as a high school. On the other hand, it is pointed out that high school teachers with, of course, a strong background in their teaching fields will likely be interested in teaching and qualified for working with students who have wide ranges of abilities. Most presidents report that they would settle for a staff with varied backgrounds—some from high schools, some from colleges and universities, others from business and industry.

Several administrators report that the public image of their new colleges has been enhanced by the appointment to their faculties of outstanding high school teachers from local communities. The reputation of these instructors has reflected credit on new colleges.

One administrator explains that a high school in his district was handicapped seriously when three of its faculty members—two of them the outstanding members of the staff—were appointed to positions in the new junior college. As a consequence relationships between the high school and the college were—for a time—anything but cordial.

The order in which administrative appointments are made varies widely from college to college. Decisions regarding whom to appoint first depends upon such factors as the size of the college and the qualifications of the chief administrator. There is, however, general agreement that administrative personnel should be available early in the fields of curriculum and instruction, student personnel, finance, and the library. In a small college, the president may "double"—depending on his qualifications—as chief administrator and dean of instruction or dean of student personnel.

If an administrator succeeds in building a strong staff, he is indeed well on the way to building a strong college. The college must, however, make early provision for the enrollment and organization of students.

III.

STUDENT PERSONNEL

One of the first duties of the administrator responsible for student personnel services is to see that high school pupils of the district are informed about the college and its program. The importance of this step, plus the importance of preparing for registration, has led presidents to make early appointments of administrators in student personnel services. At Barstow and Grossmont Colleges, in California, deans of personnel were the first appointments following the president. At Miami-Dade Junior College, in Florida, the dean of student personnel and registrar was also a first appointment—concurrent with the dean of administration.

New colleges frequently make formal surveys of the goals and interests of high school pupils within their districts. The findings of such a survey can be used in developing the curriculum as well as in planning registration. At Cerritos College, in California, this plan is also reported to have notable value in developing college-community relationships.

The establishment of requirements for admission is dependent, of course, on the philosophy of the college. Just as policies differ among colleges, so also do standards of admission. Most of the colleges I have visited follow an "open door" policy. A number are, however, highly selective, and one college pridefully referred to itself as "the Harvard of junior colleges."

Closely related to admission are retention and probation, for both of which policies must be established.

Other areas of student personnel services in which early planning and decisions are required include records, reports, counseling, testing, student orientation, loans, and scholarships.

Several presidents, in commenting on the importance of student morale to a new college, point out the value student government and extra-class activities can have in developing "college spirit." At Peninsula College, in Washington, where the dean of student activities was the president's initial appointment, early attention was given to the early planning of student government. Representative students who were to enter the college at its opening in September were, during the summer, invited to the campus for preliminary discussion of such matters as the constitution for student government, student elections, college colors, and even college mascot.

IV.

FINANCE

It has been said that a college budget is the most important and accurate statement of its philosophy and policy. Matters relating to finance are, therefore, important not only from the viewpoint of the amount of funds secured and disbursed but also from the viewpoint of *how* moneys are spent.

A difficult problem faced by many new colleges is securing funds to pay for the initial costs of getting started. In some states funds cannot be made available until classes are under way. A number of colleges, therefore, borrow from banks or other sources until proceeds from tax revenues are available. At Cuyahoga Community College, in Cleveland, private donors—including individuals, corporations, and foundations—made gifts to the college to provide funds for planning and starting phases.

Many colleges need to sell bonds and must, therefore, hold bond elections. Repeatedly reported are plans under which citizen's committees participate in arriving at decisions regarding what funds are needed, as well as in the development and conduct of the bond campaign. At Imperial Valley College, California, a 60-member College Building Planning Advisory Committee, with six subcommittees, worked on the planning which preceded a bond election that was passed by a 13 to 1 majority.

The problem of whether to choose the site of a college before a bond election is faced by many new colleges. On the one hand, it is pointed out that if a site is announced before the election, citizens who oppose the site may oppose the bonds. Some bond elections are lost as a result. On the other hand, it is suggested that the selection of a desirable site before an election may increase the favorable vote on bonds—and this, too, has happened.

In lieu of selling bonds to pay for capital outlay, some colleges, where state law permits, operate on a "pay as you go plan." When this is done, tax elections are sometimes held to authorize the levy of special taxes to pay for college sites and plants. Economy is claimed for this plan—and a "debt-free college" does have a wide community appeal. This plan has been followed by Orange Coast College and El Camino College, both in California.

Several presidents comment on the value of giving extensive publicity to the fact that costs are unusually high during the opening years of the college. A few propose opening on generous—and one suggests almost extravagant—budgets so that the community will realize that a college is expensive and expect to pay for a quality program. On the contrary, others point out the value of economizing and helping citizens realize that the administration is endeavoring to keep costs down.

On one item there is general agreement—namely, it is essential to establish an attractive salary schedule. A few colleges adopt a policy of having a salary schedule as high as any in their state or section of the country; others aim to equal or exceed the average of colleges in their region. It is clear, of course, that a high salary schedule is an important factor in staff recruitment.

V.

PLANT AND FACILITIES

It is obviously impossible to select a site, plan and build a plant during five to eight months between the appointment of a president and the starting of classes. Accordingly, most new junior colleges open in temporary quarters. At times, classes in a new junior college meet on a high school campus in late afternoon and evening hours, as was done at Cerritos College and Barstow College, in California, and at St. Louis Junior College, in Missouri. San Jacinto College, in Texas, opened in a remodeled store building; Cuyahoga Community College, in Ohio, in an abandoned junior high school; Massachusetts Bay Community College, in buildings formerly used by Boston University for dormitory and classroom purposes; and the Loop Branch of Chicago City Junior College, in an office building previously used for extension classes by the University of Chicago. Rockland Community College and Dutchess Community College, in New York, opened, respectively, in a former home for the aged and in a former hospital. Both of these colleges are on what is planned to be their permanent campuses, and some of their present remodeled buildings are included in their long-term campus plans.

At two colleges buildings had been planned—and in one case constructed—before the appointment of the president. Unfortunately the planning had been done by school superintendents, boards of trustees, and architects with no experience in junior colleges. These colleges opened classes in permanent plants with notable deficiencies.

At the College of the Desert, in California—with a period of more than three and one-half years between the appointment of the president and the opening of classes—instruction opened in the fall of 1962 on a permanent campus and in permanent buildings, planned under the leadership of the president and dean of instruction.

At the Clearwater campus of St. Petersburg Junior College, in Florida, more than three years is being devoted to planning the new college and its plant—with instruction scheduled to begin in new buildings in the fall of 1964.

Presidents repeatedly refer to the value of staff-wide participation in planning new buildings. When colleges open in temporary quarters, faculty members ordinarily engage in such planning for their new, permanent campuses.

Several administrators urge the importance of appointing a highly qualified architect—preferably, some suggest, with experience in designing plants for junior colleges.

One president whose college is in the midst of a costly rebuilding program explains, "We were penny wise and pound foolish. We engaged an architect whose charges were lower than his competitors and who assured us that he would save us a good deal of money. He had had no experience in constructing junior college plants and little with public schools. He did save us some money in our original outlay, but we have more than paid for such savings in the high cost of plant maintenance and now in the costs of rebuilding."

Although in my studies I have made no analysis of buildings as such, I have from time to time had my attention drawn to characteristics of new plants. Among features which I find particularly commended are those that provide for flexibility: lecture, discussion, and conference rooms of different sizes and shapes to meet the requirements of varying types of teaching and learning activities; the construction of partitions—including soundproof sliding doors—so that space may be rearranged and reassigned to meet new needs; and the generous provision of conduits to provide for the use of television and other as yet unanticipated electronic aids to learning. The factors just described will, as time goes on, become increasingly important.

VI.

COMMUNITY SERVICE AND RELATIONSHIPS

Many activities referred to earlier provide community services and establish community relationships. Among these are surveys of high schools, the use of advisory committees in curriculum planning, the use of citizen's committees in projecting college needs and in planning and conducting bond or election campaigns. In a very real sense building curricula on the basis of community needs represents community service at the highest level.

Several presidents stress, however, the importance of providing special community service programs early in the history of a college. In most cases these include the provision of lectures, concerts, forums and the like. At North Florida Junior College, however, plans were more ambitious. During its first year the college opened a high school guidance center—under a highly qualified expert in student personnel services—to aid secondary schools in essentially rural areas in establishing and developing guidance programs. The college similarly established a regional audio-visual center to serve the public schools in its section of Florida.

The practice more frequently reported by presidents than any other was: "Tell the story of the college in every way possible—talks to community organizations, radio and television programs, newspaper publicity." One college employed a reporter on a local paper part-time to write news releases for his and other papers. One president's first staff appointment was the director of community relations—an appointment which apparently more than justified itself.

Several administrators held repeated informal meetings with representatives of every element in the community—business, labor, agriculture, religion, and government.

VII.

CONCLUSION

In this presentation I have reported and briefly discussed a variety of problems and practices in starting junior colleges. The list of these will be extended during the next three days as plans and procedures for getting under way are examined in greater detail.

In bringing this presentation to a close, I would like to state three conclusions with which I am particularly impressed as I study and analyze the processes of getting started:

1. The time typically available for establishing junior colleges is all too short. There is, however, currently little likelihood in most situations of lengthening the time between the appointment of a president and the opening of classes.
2. Procedures of establishment epitomize the processes of junior college administration—condensing into a restricted period of time functions and operations which make it possible in bold relief to identify and examine major problems, trends, and opportunities in junior college administration.
3. The time pressures under which adminiistrators and their staff associates work in establishing junior colleges may well impel the development and application of principles and procedures which will have far-reaching consequences for the administration of junior colleges—not only those which have been long established.

To the extent that necessity is the mother of invention, I hold out to you the hope that the limited time typically available for getting junior colleges started may well lead to a period of new creativity in junior college administration.

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STEPS AND TIME-SEQUENCE FACTORS IN STARTING JUNIOR COLLEGES

It is my purpose in speaking to you tonight to describe a process by which the component elements of establishing a junior college may be designated and articulated—a method which, I believe, will have practical application to many circumstances of junior college establishment.

Over the past years as junior college openings have increased in number, founding administrators have frequently expressed the desire for a checklist of tasks to be accomplished or guidelines to aid them in performing the numerous and complex steps in the establishment process.

This evening I shall try to point out some of these tasks, the way in which they were identified, and how they may be organized for effective use.[1] I shall present to you a type of checklist which, I believe, can be used with proper modifications for almost any circumstance.

I.

STEPS IN ESTABLISHMENT

The steps in establishment, as I have worked them out, are limited to the period from the appointment of the president through the first year of instruction. However, the method to be discussed may be effectively applied to any period of time during the period of establishment. An appraisal of the problem might lead one to think that with considerable research and much tedious effort the many steps could be fairly easily determined and could comprise a somewhat useful checklist. Further analysis of the establishment process readily shows the need for the organization of the steps into useful categories and a consideration of the time and sequence interrelationship of the steps.

An effective organization categorizes the activities involved under the major areas of: (1) curriculum; (2) student personnel; (3) staff personnel; (4) community services; (5) plant and facilities; and (6) finance. I found it useful to include in an additional category a small group of initial activities which I call "preliminary steps."

The usefulness of this grouping is apparent in that the administrators and groups of people who would be primarily concerned with one area or another would have the advantage of having the steps of most concern to them already categorized. For example, in the area of curriculum, a dean of instruction and others working on the development of a program would have at hand a list of those activities pertinent to their primary responsibility.

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[1] Benson, Ellis M. *An Investigation of Critical Steps in Establishing California Public Junior Colleges.* (Unpublished dissertation) Los Angeles: University of California, 1963.

Before going into the interrelationships of the steps, it may be of interest to present a few examples of steps within each area. A number of important, initial procedures defy classification under any single area of administration; for example, employment of an administrative secretary; clarification of the functions of the board of trustees and the president; organizing and securing recommendations from lay advisory groups; the decision whether to employ an educational consultant; and determining when to open for instruction. All these and a few others are early decisions which I have grouped under the category of *preliminary steps.*

Of the 63 steps to be accomplished in the area of *curriculum,* 15 involve the selection of courses to be offered.

There are other matters related to this task: graduation requirements, transferability of courses, the evening and extended day program, special programs, and general education. Several steps involve the important business of selecting texts and establishing curricular relationships with the library. Among the more mechanical but essential tasks are developing a college catalogue, producing class schedules, and making plans for summer session courses. Of major importance during the first year of instruction are those steps that deal with curricular addition and revision and the evaluation of the program.

Fifty-six different steps in the *student personnel* area are grouped under admissions and records, counseling and guidance, student government and activities. Some steps are difficult to classify; for example, providing student placement services. The steps necessary for these services were placed under counseling and guidance since a substantial amount of counseling and guidance is involved with the placement of students in full- and part-time jobs.

Fifty-four steps in the area of *staff personnel* were conveniently categorized in three groups: first, preservice identification and selection, which steps deal with determining need for personnel, finding and employing them; second, a group of steps in which participation of instructors in administration and community relations is clarified; and third, the steps in which the conditions of teacher service are decided upon. Conditions of teacher service are developed for the most part by administrators prior to the employment of the instructional staff. It is recognized that there is need for cooperative planning with the faculty in this area, but prior development of such information is necessary in order to employ instructors.

Community services may be viewed from two aspects: (1) the function of public relations, involving communication with external publics in the area served by the college, and (2) the actual services provided by the college to the community. The terms "community relations," "community services," and "public relations" tend to be used rather loosely and somewhat synonymously. I prefer to use the term "community services" to describe the college program directed toward community help and improvement, and through which information about the college is disseminated. Thus, the steps necessary to provide community services fall under classifications of public relations, those social service programs which an educational institution may provide the community utilizing the special skills and talents of its staff, and public affairs and cultural programs.

Under community services the group of steps perhaps most emphasized and considered vital to the establishment process is that dealing with public relations. "Telling the story of the college" has proved to be an important and valuable method of communication—particularly in the period preceding the opening of classes.

According to my research, 58 steps may be required to prepare *plant and facilities* for a new junior college. If there is a decision to open in temporary quarters, additional steps will be required. Groupings of these steps may fall under the following categories: (1) the employment of an architect in order that he may participate in early planning for the campus; (2) the critical planning process during which educational needs are translated into plant and facilities; (3) the selection and acquisition of a site or sites for the projected campus; (4) preparation for and completion of construction before opening for instruction; and, finally, (5) providing equipment for the campus.

From the approximately 60 financial tasks required of administrators of new community colleges six categories of steps emerge in which various activities are performed and decisions made regarding the accumulation and management of funds essential to the development and operation of the institution.

Upon his appointment, a first concern of a president is to obtain funds for temporary offices, clerical help, and, indeed, his own salary. Until receipt of income from bonds or tax receipts no money is usually available for operating expenses.

Compilation of projections of various kinds—such as enrollments and assessed valuation—is needed as a basis for estimating future cost as well as future needs.

A third category may be considered in two phases: (1) determination of sources of income for the college, and (2) preparation of the budget.

Should the decision be made to carry it out, a bond campaign warrants concern as a fourth category among financial tasks.

Regardless of the source of funds, a fifth category involves the establishment of procedures for handling funds and accounts.

Institution of an insurance program is a sixth section to be considered under financial responsibilities.

These 356 steps in the establishment of junior colleges represent a list which is comprehensive in scope and which is derived from the actual experiences of administrators who have been through the process of junior college establishment.

II.

TIME-SEQUENCE CONSIDERATIONS

The listing and organization of steps, per se, is of value; but there are other elements which must be considered in bringing together the component parts of the establishment process. Perhaps the first such element is the time a particular step should or could occur. It becomes obvious that certain steps must be accomplished in one administrative area in order that other steps may be completed in proper sequence in other areas. For example, at Cuyahoga Community College, instructors were not offered contracts until the state had deposited funds to cover the first year's budget. Another element is the campus location. Site criteria cannot be specified until the amount of a bond issue to be attempted is decided. Should some unusual delay occur in one area of administration, related areas will also be delayed. No area is completely unrelated from another in the total project.

The time which a step consumes is also of vital importance. The administrator is faced with a number of firm and critical deadlines. All the administrative efforts must be directed towards the first day of instruction—the most pressing goal in time. Such deadlines combined with the interrelationships of steps just noted complicate the establishment process.

For this reason, the checklist of steps I have described includes time estimates, in days, for each of the activities, decisions, and events. It becomes quite clear that since the date determined for the start of instruction is decided upon at a very early stage, the time taken for the combined steps must equal the total between the determination of the opening date for instruction and the actual opening for classes.

Some of the times cannot be estimated but rather are rigidly circumscribed by statute or code or are dependent on action of county agencies. An example is the time requirement in California necessitating a 100-day period between the bond announcement and the vote on the issue.

The majority of times estimated for steps derive from administrative decision. These are difficult to establish accurately. Administrators universally admit miscalculation and have found in their experiences that substantially more time was required to accomplish steps than was generally estimated.

The sequence in which the steps are undertaken introduces a further complexity into the establishment process. Some steps must be undertaken sequentially; others can be accomplished concurrently. Administrative decision determines both sequence and concurrence of steps. For example, the series of steps leading to publication of a catalogue: determining graduation requirements, writing course descriptions, and developing suggested curricula for the various majors can all be done currently. Recommending courses of instruction, on the other hand, must precede board approval of such courses.

Three kinds of relationships have been noted which would complicate a relatively simple list of steps: (1) some steps must be delayed in one area of administration until a step in another area has been completed; (2) time estimates must be made for each step; and (3) the sequence or concurrence of steps must be decided.

Some method is now necessary to organize the steps, their times and their sequence, so that the administrator can know where he is at any particular moment in the dynamic process of junior college establishment. Time charts, action calendars, or Gantt charts, frequently used, show activities but do not reveal their relationships. At best they indicate most of the interactions simply as occurring at specified times after the beginning or before the completion of activities concerned.

III.

CRITICAL PATH METHOD

To solve the problem I turned to the *critical path method,* which utilizes high-speed electronic computers, with appropriate analytical techniques as a basis for providing a precise, time-based organization of the steps in junior college establishment. Of the two prominent variants of the critical path method—PERT (Project Evaluating Review Techniques) and LESS (Least Cost Estimating Scheduling System)—I found the latter more appropriate to my needs. LESS, a program developed by International Business Machines for the IBM 1620 computer, is used to define, integrate, and interrelate what must be done to accomplish objectives on time. The method is also a diagnostic technique for quantifying knowledge about the uncertainties faced in completing intellectual and physical activities essential for the timely achievement of program deadlines.

Briefly stated, the advantages claimed for the critical path method are as follows:

1. It automatically requires the establishment of detailed plans.
2. It establishes the sequence and interrelationship of significant program events.
3. Due to frequent reporting and high-speed data processing, it provides up-to-date information on the status of progress on a program.
4. It permits rapid and accurate analysis of a program.
5. It aids in the formulation of new schedules when an existing schedule has been shown unachievable.
6. It does not conflict with other management aids.

The initial procedure in beginning a program is to list all activities and events—with time estimates for their separate accomplishment. In this case I used the 356 steps in the junior college establishment process with their time estimates—the list I have described to you already. The steps are plotted—in proper sequence and concurrence—on a flow chart network from the appointment of the president through the first year of instruction. Proceeding in this manner through preliminary steps and those of the six areas of administration, the total program is graphically depicted.

After the flow chart network was plotted, steps in the several areas of administration were linked according to their interrelationships in order to focus attention on steps which cannot be initiated until a prior step has been completed.

Information taken from the chart is then punched on IBM cards and fed into a IBM 1620 computer. Incidentally, it is not necessary to have a computer and an understanding of parametric linear programming to derive benefits from LESS. Many computing service firms offer computational help on a contract or fee basis, and a number of computer programs exist.

Using the time estimates for each activity, the computer program totals all the times along every possible path in the network from the first event to the last event. It then computes four dates for each activity: the earliest start date, the earliest finish date, the latest start date, and the latest finish date. It also computes the total float time, the time an activity can be delayed until it affects this total project time; and also the free float time, i.e., the time an activity can be delayed until it changes the earliest start date for a succeeding activity. One other piece of valuable information determined by the computer is the *critical path,* which is the sequence of events and activities between the start of the program and its completion which will require the greatest time to accomplish.

An analysis of the data can reveal the number of activities that must be begun or completed during any stated period. This information is of value to the junior college administrator in planning his own time and efforts as well as that of his staff.

If in any period more activities require initiation than can be accomplished, reference can be made to the total and free float times. The administrator can proceed first with those activities having available the least float time—a "first things first" basis for action. In this way the chances of remaining with the schedule are enhanced.

Recognition of the reality of linked activities produces a more realistically timed program by adding days necessary to the completion of a project which cannot otherwise be accurately estimated. This enables the junior college administrator to estimate more closely the time the staff will need to perform activities necessary to the establishment process.

The critical path also presents the administrator with useful information. The activities along this path possess no float time and brook no delay in their initiation or completion. The critical path provides a basis for choice by management when there are more activities than available staff.

It should be noted that if a time estimate is changed, its effect on the entire program-completion time can be quickly determined by inserting this change and rerunning the program.

If, after the project is initiated, actual times for events differ from the estimated times, those corrected times can be inserted, the program rerun and the entire project network updated.

I am pleased to announce that in the establishment of Cuyahoga Community College we are currently applying the critical path method. The total process through the first year of instruction has been explicitly planned and a flow chart network constructed. Every week each administrator receives a deck of cards and a listing of steps for which he is responsible. During the week he makes changes as necessary on his cards or adds new cards. Each week the entire program is rerun and the effects of his new estimates are shown as they affect the total program. A complete listing of the entire program is always on file in the president's office. In this way it is expected that all necessary steps will have been accomplished before the deadline e.g., opening for instruction.

In conclusion, the critical path method may be applied as a management device for identifying and organizing the sequences, time of activities and events in the establishment of junior colleges.

The use of the method provides continual reanalysis of the status of the establishment process. Frequent reporting by all involved in the process helps to provide up-to-date information. Its use is of particular value in the rapid formulation of new schedules when an existing schedule is unachievable.

An essential element of the method is the necessity of explicitness in planning; it automatically requires the establishment of detailed plans as evidenced by the flow chart network. The method provides management by objective as well as management by exception. I firmly believe it can be a valuable aid to administrators faced with the task of establishing a new junior college. I might add that I anticipate that the steps with their plotted time and sequence may be published and made available to those who have interest in their use. I trust that they may then prove of value to those engaged in the exciting and complex project of establishing a new college.

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GUIDELINES FOR PROVIDING AND ORGANIZING STUDENT PERSONNEL SERVICES IN A NEW JUNIOR COLLEGE

A consideration of the basic guidelines for student personnel services in a junior college requires at least a brief affirmation of the principles that underlie the entire junior college movement. In recent discussions, various aspects of the function of the junior college have been emphasized. We have heard that it is an important segment of the total *national system of education* and that it contributes to the health of the body politic and of the economy by providing a supply of competent workers and of alert citizens.

Other discussions emphasize the more immediate effects of the junior college as a *community institution,* with a reciprocal relationship of interdependence and cooperation. The college seeks out the educational and cultural needs of the community and establishes appropriate activities to satisfy the needs; and the community provides support and encouragement and assistance to the college in all of its tasks.

Still a third line of analysis concerns itself with the junior college as a part of *higher education.* On the one side, the junior college is welcomed because of a belief that it can relieve the universities of the burden of screening the unfit; under pressure of that well-known "tidal wave," the junior college is seen as a safety valve or a diversion basin to protect the quality of those other segments of higher education "that are concerned with quality." Those who know the junior college, of course, respond indignantly and firmly that it has much more than a residual function; it is far more than one-half of a liberal arts college, and it has a meaning and a set of tasks of its own, regardless of increasing numbers and without reference to the inherent problems of other educational institutions. In the light of modern social and technical realities, they say, as Voltaire said in another connection, "If the junior college did not already exist, we should have to invent it."

I.

SERVICES TO INDIVIDUAL STUDENTS

These considerations of the service the junior college can provide to the state or to the community or to the "establishment" of higher education, of course, all deal with institutional relationships. Our purpose this morning is to look at a more immediate, more personal and fundamental, and probably a more important aspect of junior colleges—their service to the *individual students* who come to them. The area of student personnel services includes practically all of the nonclassroom contacts that the student has with the college. These contacts must have at least two primary purposes; and the whole institution may fail in its mission if these two purposes are not explicitly recognized and deliberately planned.

The first and most obvious purpose of student personnel services is to *facilitate instruction.* These facilitating services attempt to distribute the students to the appropriate courses, to keep the records, to deal with probation and discipline and with activities and with conditions that may interfere with learning. They perform a sort of housekeeping function. But there is a second and equally important purpose: student personnel services themselves must care for *instruction in important areas.* They provide for the growth of student self-understanding through individual face-to-face counseling sessions, and they encourage essential social and political learning by means of the student activity program. Universities in other parts of the world, we are told, manage to exist without either of these types of service. They ignore the nonintellectual aspects of student life, and they refuse to accept the responsibility of standing *in loco parentis* to the presumably adult and self-directed college student. American colleges, however, throughout their history have been concerned with both of these aspects of student life, and the concern seems to be even more appropriate at the junior college level than at the four-year college or university level.

The need for personnel services arises in part from the "open door" policy of the public junior college. In spite of the fearful advice that high standards of admission can save money and protect the integrity of higher education, it seems fully in harmony with the best elements of "The American Dream" that the door of opportunity be kept open.

Some of us in this room know only too well that high school achievement, although it is the best single predictor of college success we have, is still only a partial and fallible index of ability. Both the "early sleepers" and the "late bloomers" abound sufficiently in our society to justify efforts to keep the door to further education continuously open to citizens who have a sincere desire to make up subjects previously missed and to extend their education. Some who try will fail; on the other hand, some who try will succeed; and the nation and the individual will benefit from their success. Moreover, if one kind of institution, the junior college, concentrates on keeping these doors open, other institutions can exercise exclusive selectivity, secure in the knowledge that no worthy student will be arbitrarily excluded from the highest attainment of which he is capable.

This open door policy has consequences in the characteristics of the student body to be served. As the numbers of high school graduates increase, institutions that are able to control their admissions serve an ever more homogeneous group of students. Thus it becomes possible for President DuBridge, of California Institute of Technology, to proclaim that "high school freshmen are better than ever." Harvard University reports that as many as a third of high school graduates who are admitted are granted advanced standing in one or more courses. Stanford's dean of students has remarked that the lower half, on academic aptitude, of the 1947 class at Stanford would not be admitted today. Even the great state universities are planning to expand less rapidly than the growth of the college-bound population. For example, the California Master Plan for Higher Education provides that eligibility for admission to the University of California shall be limited to 12½% rather than the former 15% of the state's high school graduates.

In the public junior colleges, however, increasing population and increasing proportions of the college-age group, who begin college and persist longer in college, will inevitably produce a greater diversity in the range of student characteristics. The difference between the most able and the least able student will increase; but there will be other and more subtle diversities. The range in age, and in quality of previous schooling, and in quality and intensity of ambition, and in vocational goals, will be increased. Not the least important difference will be the introduction of large numbers of able young people from lower socio-economic groups. Clark's study at San Jose City College demonstrated that the occupations of fathers of City College students were distributed almost exactly in the same way as the occupational structure of the entire community. It is true that this fact indicates an effective democratization of educational opportunity; it is also a fact that some of the students from the so-called "blue collar class" present a new and vigorous challenge to the counselor and the teacher. Some of them have not been accustomed to an intellectual environment; they have never picked up a book for pleasure, nor heard a voice raised in defense of an abstract idea. In a very true sense, they have been "culturally deprived"—and they come to the junior college in a timid and tentative search for a culture whose value they accept purely on faith.

An inevitable consequence of this new heterogeneity of the junior college student body is the *diversified curriculum*. It would make no sense to maintain an open door admission policy to all varieties of students and then to force them all into one or a very few educational patterns. So far, the progress of junior colleges in effecting diversification of curricula—those actually signed for by students—has been disappointing. The idea has been accepted, and some of the courses have been developed; but too few students choose the newer and more practical courses, and too few courses are made available. There are signs, nonetheless, that this diversity must and will improve.

Changes in the occupational structure encourage diversity. These changes include the shortage of professionally trained persons and the increasing needs for technicians to support the work of the professional; the shrinking of opportunity for unskilled workers; and the increasing requirement of schooling beyond the high school as a qualification for any job at all. The difficulty of predicting the occupational structure is another pressure toward a rethinking of junior college offerings. What kinds of work will be needed in 1975 or 1985? *Life* reported in June its belief that 80 per cent of the 1963 college graduates would fill positions that did not exist when these graduates started school in 1946 or 1947!

The diversified curriculum, in turn, brings with it a need for restatement of prerequisites for specific courses. Too often, stated prerequisites have been established simply as hurdles to exclude less able students, without evidence of their relation to success in the course. Yet it must be obvious that not all students are able or adapted to or needed in all fields of study. Reasonable and operative screening of students for each curriculum is an essential concomitant of the diversification of courses.

II.

NEED FOR PERSONNEL SERVICES

The principles just discussed point inevitably to the need for improved student services. If more students, of a wider range of interests and capacities, are to choose from among a rich and varied educational menu in preparation for an evolving and shifting occupational world, they will need help! This help is provided through the guidance aspect of the personnel services. The same factors point to the need for other personnel services.

The commuting student body, drawn as it is from all segments of the community, looks to the student personnel office for activities and opportunities that will develop the best parts of the atmosphere of a college—the interest in intellectual and cultural experiences as well as in the governmental, social, and athletic experiences that are traditional elements of a college experience. The counselor must become more than an educational adviser and schedule maker. He can no longer accept at face value, as an informed and competent decision, the student's bland assertions, "I wanna be a coach," or "I wanna be an engineer." Every such announcement must be reconsidered and validated afresh, with exposure of the student to reasonable and existing alternatives, on those occasions when all indications point away from his original statement of intention. Placement and follow-up services are further consequences of increasing diversification. The student who has found an acceptable occupational goal and has prepared himself to attain it deserves assistance in finding the job he seeks; investigation of this latter progress on the job will be of continuing value in adapting the educational program for future students.

These, then, are the influences that affect junior college personnel services: occupational realities, growing enrollments, burgeoning curricula, and the need to foster a truly collegiate atmosphere on the two-year campus. Let us turn now to consideration of the sorts of services that must be created in response to these pressures.

III.

SERVICES TO BE PROVIDED

The scope of student personnel services may be demonstrated by a listing of the kinds of activities that are commonly found under the supervision of a dean of student personnel in a junior college:

1. Information for the community at large about college purposes and courses
2. Information about college purposes and courses to the high schools—students, administrators, counselors, teachers
3. Group and individual tests of aptitude and of personality—administering and interpreting
4. Information to faculty, curriculum committee, administration, about students, collectively and individually
5. Preregistration interviews with students
6. Establishment and maintenance of student records
7. Changes of program

8. Long-term educational planning
9. Personal counseling
10. Approbation and probation procedures
11. Approval for graduation
12. Transcript preparation and mailing
13. Placement and follow-up of graduates
14. Teaching of orientation or other group-guidance courses
15. Student government
16. Student welfare—health, loans, scholarships
17. Social activities
18. Coordination of athletics
19. Discipline.

There may be activities that I have overlooked, or that are included within a broader item; but the list is sufficient to show that student personnel services are a broad and essential category of junior college service and that they require careful administration and adequate support.

The timing of some of the informational services deserves a moment's attention. I have had junior college presidents tell me that they were unable to offer, in their communities, the terminal courses that are considered an integral part of their responsibility. "We have tried to organize two-year technical courses," they say, "but our students insist on pursuing baccalaureate degree courses. We explain the occupational courses as each student comes to register, but they still insist on the degree pathway."

The key phrase in their explanation is "when the student comes to register." It is time for all of us in the junior college movement to recognize that many of our constituency, parents and students, do not yet understand the institution. College still means, to most Americans, a four-year degree; and we should not expect an entering freshman to revise that definition as a result of one interview. Instead, it is the responsibility of the personnel office to see that every possible avenue of information is used to inform the community early and often of the special characteristics of the junior college curriculum. High school teachers and counselors must be invited to the campus; sophomore and junior students can consider the diversified meanings of the generic term "college." By radio and newspaper and PTA and service clubs the word must be spread about the educational offerings as well as the athletic schedules and financial needs of the college. By these paths, students and their parents can be led to consider in advance their choice of curricula, so that the community college can do in fact what it is intended to achieve in principle. The student personnel services are in a strategic position to carry out the educational public relations that are an essential complement to other interpretations of the college.

IV.

PROBLEMS OF STUDENT PERSONNEL SERVICES

The *nonresidential nature of the community college* and the *shortness of the student's enrollment* pose problems for all aspects of personnel services. The student's entire attention is not concentrated, as it might be in a residential college, on instructional and collegiate activities. His home life, his work, his nonstudent companions, and even distance from the campus interfere with his study as well as with his participation in clubs, sports, student government, or social activities. The fact that a large proportion of students come from the "blue collar" class introduces additional difficulties. Funds for participation may be limited; previous experience in middle-class social functions may have been either entirely lacking or spiritually frustrating; opportunities for leadership may have been preempted, in high school, by academic or social cliques. The insights and attitudes to be derived from student activities are educationally valid and highly desirable for this segment of the student body; but it may prove almost impossible to gain their participation, unless all institutional arrangements—schedule, costs, election procedures, campus opinion, and faculty attitudes—conspire to encourage and welcome widespread participation.

There is, of course, a reverse side of this situation. The fact that many high school leaders will attend other colleges leaves a void in junior college activities that must be filled by some of the able but inexperienced youth who were previously habituated to *losing* elections. They will couple their lack of experience with determination to prove themselves. They will gain competence through work on publications and committees and government, and even through intensive sports schedules, that will make them strong competitors for positions after they transfer to the four-year institutions.

This thought of transfer recalls another difficulty in student personnel services—the brief stay of leaders in the junior college. Within the span of only two years students must be recruited for activities, given basic training, groomed for election, elected to office, and complete their terms of service. In addition, it is not at all uncommon for an officer elected at the end of his freshman year to decide either to attend another institution, or not to attend college. The point of rehearsing these problems of the commuting college is simply to emphasize the fact that faculty leaders of student activities must be of very high quality and exceptionally strong constitutions, if the activities are to thrive in the face of these difficulties.

Adequate staffing for student personnel services poses another problem. The description of tasks indicates that these are crucial assignments in developing the quality of the institution and the morale and success of the students. It is difficult to find enough persons with the breadth of outlook, depth of training, and background of experience to be fully competent in this sort of activity. Unless there are enough workers, with enough time and clerical assistance to do the job, it will be done hastily and superficially; the students and the institution will suffer.

In addition to adequate numbers, the personnel staff needs to be concerned about their relationship to the faculty. Arrangements must be devised to integrate counselors into the faculty. They must know and respect each other, or the needed referrals of students will not be made. One way to accomplish this is to reserve some teaching areas for members of the counseling staff, so that it cannot be charged that they have lost touch with the main function of the college. Another useful device is to employ teachers to assist in the counseling work during preregistration periods. Nothing will convert a critic faster than having to face up to the problems involved in counseling and scheduling students. An Ozark proverb assures us that "Nobody knows about work but them that has done it"; and a stint in the counseling office can help any instructor in understanding personnel services.

A final problem has to do with costs of personnel services. I have seen reports that California junior colleges spend from 10 to 18 per cent of their operational budgets on personnel services. It may be hard to convince board members or faculty members of the validity of this financial emphasis, especially as the present law requires that at least 50 per cent of the budget must be spent for classroom teacher salaries. Nevertheless, if there is any validity at all to the rationale here presented, the tasks of student personnel services should be performed ably or not at all; and they will not be performed ably by volunteer workers, by overworked workers, or by workers without necessary tools. The decision is inescapable, either to support the services adequately, or to accept the consequence that much of their contribution will be lost.

V.

SUMMARY

Of late years, we have come to a heartening and wholesome realization that the community college can be, if we wish it to be, an instrumentality of excellent and demanding education. It is within our power to create the institutional press that leads to eager study, to dedicated teaching, to high morale, to community respect, and to important contributions to the quality of national life. Many of these pressures are created by, and all are fostered by, the student personnel services of the college.

Guidance can help students to find and to continue in the courses where they can find challenges to do their best. Activities can serve to interfere with or to encourage the instructional life of the institution. Student personnel services determine the relative emphasis to be placed on aspects of collegiate life that are all good in themselves, but that are all, if overdone, destructive of the basic purposes of the college.

For these reasons it is imperative that the boards of trustees and administrators understand and support a broadly conceived and competently executed plan of student personnel services. Some years ago, during the formative period of Orange Coast College, I interviewed an able but profane industrialist and described some of the aspects of the program we proposed, in an effort to gain his understanding and support. Although he was critical of guidance and student activities as I began to describe them, he quickly caught the spirit of the ideas I have attempted to present this morning. He summarized my whole presentation in one sentence. After some editing, what he said was: "If you don't do this job well, you're going to waste every cent you spend on the rest of it!' "

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PROVIDING AND ORGANIZING STUDENT PERSONNEL SERVICES AT DIABLO VALLEY COLLEGE

This conference centers its attention on the problems associated with establishing a new junior college. It is easy for many of us at Diablo Valley College to remember when we were new—at age 13 we are now adolescent—and to recall the thinking, struggling, and even agonizing that went into the initial stages of providing and organizing our student personnel services. Most of us were new to each other, some of us had very little actual junior college experience, and although some had had training as counselors, no one on our staff, other than our director, Leland Medsker, had actually experienced the organizing of a student personnel program. But we had one great asset that more than offset these liabilities. Everyone who was centrally involved in starting our college was fully committed to the conviction that student needs come first.

I think it no exaggeration to say that as much time and effort were devoted to setting up the personnel program as were given to organizing the instructional program. In fact, these two activities have never been thought of on our campus as distinct and divorced. They blend, fuse, and cross over at many points, as I shall illustrate later. Certainly student personnel is no adjunct to some other more important function of our college. In many noteworthy ways student personnel activities and interests are central to our entire operation. We believe that the importance of student interests and needs is central to our college philosophy and way of operation. It is my personal conviction that unless this spirit pervades a campus, it is impossible to have any truly effective student personnel program to administer. Conversely, the prevalence of a student-oriented atmosphere in a college not only greatly simplifies the problem of program administration but actually offsets and counteracts many of the mistakes we might make and shortcomings we might have as administrators. If such an atmosphere prevails, the major goal of administration is to capitalize upon it to the maximum degree. If this atmosphere is lacking, the main concern of administration must be to infuse such a spirit, to nurture it, to make it dominant. In other words, I believe the best student personnel programs that I know of are not necessarily the best organized—they are the best inspired.

It is against the background of this perspective that I would like to consider some of the things we have learned in 13 years of experience in providing and organizing a student personnel program at Diablo Valley College.

I.

LESSONS FROM EXPERIENCE

Many lessons are learned the hard way, and perhaps it would be useful for me to recite at the outset just three approaches we would avoid if we had it all to do over. I'm sure many more might be added, but I prefer not to dwell too long on our mistakes.

For one thing, we would temper our early enthusiasm and ambition with more realism. We would learn earlier that we can't be all things to all people. For example, I have no idea how many valuable counselor hours we used (and to a considerable degree wasted) by going over every student program every semester. Years ago the facts of life compelled us to abandon the practice, without consequently experiencing any of the dire results that some predicted. Nor have our students suffered by being placed more on their own in the matter of program changes. No longer do we consume uncounted man hours in approving every change of mind a student experiences. In retrospect we are inclined to say that these are responsibilities that the continuing student should be expected to shoulder. He may make mistakes—most of them not too serious—but we made a few ourselves. Relief from this mandatory reviewing and checking-up gives us more time to insure a more thorough job in all phases of educational and vocational counseling. Furthermore, every student well knows that the counselor is available and is most willing to discuss with him the implication of whatever move he is contemplating. We save time, we have withdrawn no desired service, and in all likelihood the student is better off for the added responsibility he assumes. At least we have seen no impressive evidence to the contrary.

If we were over-solicitous for the welfare of the students in those early days, we may have been under-solicitous for our own. We *did* anticipate rapid growth, and we *did* take steps to prepare for it. But we now wish we had done more. We wish that in the annual induction of new teachers more emphasis had been placed on interpreting our student personnel philosophy and its relationship to the college philosophy. We wish that we had thought of more and more effective ways of keeping our student personnel staff better acquainted with other members of the faculty and with the developments occurring within the respective instructional areas—I might add that the reverse is also true. We should have done more to acquaint our faculty with changes occurring in student personnel. Although we have retained a gratifying proportion of the mutual rapport and understanding we originally had, we have lost much in the process of rapid expansion (over 49 new faculty during the last three years). A shoring-up process is essential in the immediate future if we are to preserve those ideals upon which this college was founded.

II.

SUBSTANCE AND STRUCTURE OF PROGRAM

So much for that side of the coin. I take more pleasure in reviewing our experience of another sort. I will, as concisely as I can, outline the substance and structure of our student personnel program and then conclude by singling out for more detailed discussion some aspects of our program that have given us particular satisfaction.

The program of student personnel services at Diablo Valley College is centralized. The entire system can be represented by a chart which shows that over-all responsibility rests with one man, the dean of student personnel. His responsibilities are broad, varied, and demanding. Under his general supervision is a program that, from our beginning, has fairly represented the full range of the generally acknowledged student personnel activities and which, in our case, includes some 17 services.

Admissions, registration, and records are all handled by the office of the registrar, who is, to all intents and purposes, an assistant dean of student personnel and reports directly to the dean. We have never been inclined to create an independent office of admissions, since we regard this function as a *service*. While fully recognizing the need for consistency in the maintaining of institutional standards, we recognize too that *we* must sometimes bend. The student or applicant must abide by our policies and meet our standards; but we must attempt, insofar as is possible, to meet his individual needs. We feel that the structure that best insures this flexibility places the registrar under the dean. Mechanized for data processing, the records office is also a ready source of information indispensable for the institutional studies we are continually making; but more importantly, this office is the the source of information on each student, that is readily available to the counselor.

Responsibility for health services centers in the school nurse (a public health nurse), who is assisted by a full-time secretary. This office conducts the screening examinations for vision and hearing; maintains and uses the health inventories and records; provides health counseling to students and resources for instruction in health education; and maintains liaison in appropriate matters with schools, public and private health agencies, doctors, and parents. In addition, the office has the customary responsibilities for first aid and for special physical examinations.

Health education, physical education and athletics are under the general overview of a teacher-coordinator. It is his particular responsibility to implement the philosophy of the college as it relates to these matters.

A staff member is assigned full time to advising and supervising the cocurricular or student activities program and to teaching a leadership course taken by all elected student officers. The college adheres to the conviction that these activities share in the educational significance associated with classroom work, and, in spite of difficulties, special effort is made to implement this conviction. I have more to say about this later.

The bookstore is owned by the Associated Students and is operated by a full-time manager. Profits from the store are an important source of support for many student activities.

Two instructors advise the student editors of the college newspaper and two college magazines.

An integral part of our counseling program, of course, is our testing service. The great majority of our students are required to take standardized aptitude tests. Additionally, other inventories and testing instruments are available and are used as occasion indicates. While the various tests are administered primarily for guidance purposes, they obviously are a ready source of information to be used in institutional studies. Research, in the form of such studies, is a continuing responsibility of the college, with student personnel assuming the leadership. One person has a reduced load to enable him, with assistance from his committee and the office of the registrar, to gather and to interpret data on aptitudes, student characteristics, follow-up studies, etc.

Another staff member devotes more than half of his time to helping students find part-time work and assisting graduates and dropouts to locate full-time employment.

Through a counselor, on released time, student personnel maintains an up-to-date library of occupational information, housed in a special section of the main library.

One counselor, with a reduced load, administers the student aid and student loan program. Another has responsibility for the scholarship program; and yet another gives special attention to the special problems encountered by our many foreign students.

Many forms of liaison are maintained through student personnel. This includes close working relationship with the County Hospital, particularly with reference to psychiatric referrals. It also includes close contact with county welfare agencies, the County Probation Department, and the state rehabilitation services. Of course, the usual liaison is maintained with the high schools in our service area and with colleges to which our students transfer.

Overshadowing in importance all of the special services is individual and group counseling. Headed by an assistant dean of student personnel, 13 counselors serve our 3,200 day students and are available at night to serve the 3,500 part-time students. Twenty-eight sections of our group guidance course, Psychology 119, will be offered this fall. Most entering freshmen will be enrolled in this course. All counselors teach at least six hours a week. These sections of Psychology 119 are considered teaching assignments. They are also considered group guidance and, when so calculated, bring our counselor-pupil ratio well within recommended limits.

Guidance emphasis is upon educational and vocational counseling. Obviously, however, all counseling of this kind does not occur as an adjunct to personal counseling. Our counselors do, however, recognize the professional limits of their position as well as the practical limits of becoming too involved in "depth" counseling.

III.

SELECTED FEATURES OF PROGRAM

Although our student personnel program, as I have just outlined it, is by no means ideal, it serves our purposes reasonably well and has been a subject for special commendation in our official accreditation reports. There are no aspects of it of which we are not critical and none in which we do not seek improvement. Certain features, nevertheless, have given us particular satisfaction and may be worth special attention at this time.

For example, we are frankly proud of the caliber of our counseling staff. All, of course, hold the pupil personnel credential and all have, in fact, had much more than the minimal training thus prescribed. Many are psychology majors, but we have striven for a balance and a diversification that precludes our building a staff entirely on this basis. This diversification makes possible considerable specialization and a team approach that, in our opinion, adds much to the productivity of the whole effort.

We are equally pleased with the highly professional attitude of our student personnel staff. Our counselors uniformly respect the confidence and the dignity of each student with whom they work. They also respect their professional responsibility to fellow faculty members. I know of no instance, for example, where information received from counselees about instructors has been relayed to administration and used in teacher evaluation.

By their own choice, the counselors spend two to three hours a week in meetings. These meetings may well involve a discussion of a unit (s) in Psychology 119, a psychiatrist from the County Hospital discussing theory and/or practice, a report from a colleague on an article of general interest, a case study, and many other matters that assist the counselor to become more proficient in his chosen profession.

Although we attempt to make optimum use of the great resource we have for students in the special competencies represented in our general faculty, we have refrained from adopting a formalized system of faculty adviserships. On their own initiative, of course, students consult with their instructors, particularly in fields of their special interest, on matters that pertain to educational or vocational planning and even on personal matters. This we think is good. In fact, counselors frequently refer students to instructors for special information. But instructors generally do not presume to have the special competence that is required for counseling as distinguished from advising; and the dividing line between these activities is admittedly hard to draw. What starts in as advising easily becomes counseling, and few of our instructors want to assume this latter responsibility. We are fully convinced that untrained or inadequately trained people should not be encouraged, and *certainly* not asked, to counsel. The emphasis at Diablo Valley has been on maintaining an atmosphere in student-faculty relations that encourages students to capitalize personally on the opportunities they have for informal consultation with their instructors. Perhaps that is one reason why we wish not to formalize the procedure.

We probably would be forced into some kind of advisership program were we not to provide adequate counseling service. Although we certainly could make good use of a larger staff, we are happy that even without inclusion of group counseling we have a ratio of one full-time equivalent counselor to every 390 students. Reckoning our Psychology 119 instruction as group guidance—and we think it is legitimate to do so—the ratio is one counselor to well under 300 students. Except during periods of peak load, no student complains that he cannot see a counselor, generally the counselor of his choice.

Consequently, counselors are by no means limited to the function of merely programming students. Although for many reasons we avoid becoming overinvolved in personal counseling in depth, we do attempt to make available all of the counseling needed by the individual student in the areas of educational and vocational counseling.

But the favorable ratio we do enjoy would be impossible were it not for the consistent support this aspect of the college operation receives from the governing board and the community. I do not recall that our board has ever raised questions over the number of counselors we employ, in spite of the fact that in terms of per student cost this service is necessarily more expensive than is classroom instruction. On the contrary, no aspect of our entire operation has been the target of less criticism by our students, by the board, or by the community. There seems to be some recognition of the fact that good and adequate counseling is a sine qua non for a true junior college. It is certainly our job at Diablo Valley to see that this recognition persists.

A feature of our attitude in student personnel, one that characterizes our general operation as a college, is a considerable degree of permissiveness. Although we wish not to be doctrinaire in the matter, we are convinced that directiveness in counseling, in student activities and in the general operation of the college, however much it may contribute to a more smooth-running institution, is not conducive to sound growth in a student or to the building of a healthy democratic society. We share with many others the conviction that the soundest way to encourage a college student in the development of healthy adult attitudes is to treat him like an adult. No one has to warn us about the institutional and community-wide headaches this approach invites—we have experienced them! But we have experienced, too, the satisfaction that comes from seeing students profit from the mistakes we have watched them make, and have been heartened by the way the great majority of them have responded to the responsibility thrust upon them by this imposition of freedom. Certainly we recognize limits, and we think we can distinguish between liberty and anarchy; but we generally have occasion to congratulate ourselves for resisting the frequent impulse to impose a more rigorous discipline on our students instead of letting them exercise their freedom and acquire the techniques of self-discipline somewhere else and at someone else's expense.

Consequently, our advisers are seldom censors. Our counselors are not disciplinarians. Our instructors are not policemen. If police services are necessary, as in parking lots and at games and other large gatherings, we hire uniformed officers. If clubs cannot flourish unless they are supported, directed, and practically run by an adviser, we allow them to lapse. If student leaders are headed directly into difficulties, we counsel, advise, and seek to educate, but except in the gravest situations we do not substitute our judgment for theirs. In 13 years we have had few occasions to suspend a student, and we have not yet had one expelled. All in all, we are convinced that an obvious and pervasive, though not unlimited, permissiveness provides the most rational basis for operation in the realm of student personnel.

We believe that some of our special services may be somewhat out of the ordinary. For example, in our health service we avoid attempting what we cannot do well and concentrate our efforts on those activities that yield maximum results. In the belief that superficial physical examinations are hardly better than none at all, we have abandoned them, except for the thorough ones we give to athletes. But our school nurse reviews the health inventories and records very carefully, screening out for conference and counseling all appropriate cases. We do give vision and hearing examinations to all, and these, too, become the basis for health counseling. Students who need medical care are so advised, and through our liaison with physicians we are prepared to make referrals of hardship cases. Our experience convinces us that employment of a full-time school physician is less satisfactory than an arrangement that makes medical service and advice available at our option. A special resource, of course, is the County Health Department. By avoiding nonproductive activities, providing a full-time secretary to relieve the nurse of clerical work, and arranging for most minor, routine first aid to be administered by qualified instructors, the nurse is freed for much broader usefulness.

We are constantly studying ourselves and our students. Some of our studies we repeat from year to year or at other regular intervals in order to discover trends. Other studies are made as the request or occasion arises. An Institutional Studies Committee, made up of interested faculty members and headed by a counselor who is expert in research and is given released time, is the central agency in this activity. Representative completed or "in-progress" studies include research on the relative academic success of students who were and who were not eligible at the time of registration for enrollment in state colleges or the university (this is an evaluation of our "open door" policy); research on the value of special courses and workshops in reading and writing skills; a study of a chemistry course; "evaluation opinionnaires" administered to a sampling of our students; a continuing "trend" study of surface characteristics of our students; and a special long-range follow-up study of a sampling of our students. This last is an ambitious, fairly intensive study begun in 1956, using 217 of the students then registered, and following them through their subsequent careers in and out of college. Now completed, it has yielded some valuable information which we have used and are arranging to utilize further.

Planned for next year are a special study of the use of programmed materials in mathematics instruction and research on an experimental project in English instruction. We have had no occasion to regret the considerable outlay of time and money required for institutional study. In fact, we feel that we should do more of it.

Diablo Valley College serves 14 high schools, and the number is rapidly increasing. Adequate liaison with these schools is obviously a severe problem. It has been met in part by the rather unusual device of "community counselors." An interested and qualified regular counselor in each of these high schools is placed on the junior college payroll to serve as special counselor for students planning to attend our college and to act as our representative-in-residence there. They are called together on our campus three or four times a year by the dean in order that their information about us may be complete and up to date. They are valuable as a means whereby high school faculties become better acquainted with us, and they are useful channels through which our regular counselors work, especially in connection with their visitations to high schools. The arrangement has worked well.

Our group guidance course, required of almost all students, has been the object of much attention and frequent revision. We have never regarded it as a typical "orientation" course. We strive for something much more penetrating and fundamental. It has always been a full-semester, two-unit course. As currently stated, the general objective of the course is "to help the college student become increasingly aware of his personality development and to develop further insights significant for many critical decisions he must make. The course provides opportunities to help the student learn to assess the demands, alternatives, and consequences associated with the college environment, his society, and the world of work in order that he may better select the most fulfilling and realistic goals."

Guided by this objective the course centers its attention on the closely related subjects of college and its meaning, values, perception, self-concept, the world of work, and decision making. Although students are free to use the services of any counselor they prefer, the instructor of the student's group guidance course is considered his official counselor. It is expected that experiences developing out of the group activity will become the basis for student- or instructor-initiated conferences. We are pleased with the direction of its evolution.

Our greatest source of gratification in the area of student personnel derives from the extent to which the spirit which pervades that operation characterizes the college as a whole. This satisfaction is by no means unqualified; the description is probably not as accurate now as it once was. Very rapid growth, some natural erosion, and mounting external pressures are powerful negative forces that constitute what is probably the most profound current challenge to our college. Nevertheless, considering these circumstances, we think we have retained a remarkable amount of our original student-oriented, permissive, "open door" attitude. This is due in part to the strength of our initial impetus under the dynamic leadership of our first director, Leland Medsker. But some credit, too, is due to the care exercised in the selection of new teachers and counselors; and much is due to the use we have been able to make of features of our structure that facilitate communication.

I might dwell, for a moment, on this matter of communication because it is central to our student personnel point of view at our college. We have never stressed departmentalization, and we hope that we will always be able to avoid the worst pitfalls sometimes associated with that kind of structure. As the need for more use of departmental organization grows, we are seeking to provide a balance through other aspects of our structure which cut across areas of instruction. One of these is the faculty section meeting. In the early days, of course, we met as an entire faculty whenever (and only whenever) there was a significant piece of business to discuss or decide. Now, with a faculty approaching 150 in number, faculty meetings are much more useful for decision than for discussion. Discussion is provided for through a number of faculty sections which cross-cut all instructional areas and which are kept under 20 in size. Members from the larger areas of instruction, including the counselors, are likely to be found in all faculty sections which are, of course, prolific centers for exchange of views and ideas on college-wide problems. The assumption is that, after extensive discussion, the matter—if appropriate for faculty recommendation or decision—will come before the main body for summarizing discussion and for action. The effectiveness of this procedure, in process of development now, cannot be fully evaluated at this time.

An older aspect of our structure that *has proven* its worth is our system of standing advisory committees. There are three of these, each advisory to and chaired by one of the three main administrative officers—the director, the dean of student personnel, and the dean of instruction. By design, representatives of all instructional areas (i.e., departments) sit on each committee. Thus, points of view emanating from student personnel are influentially expressed in the advisory committees on administration and instruction, as well as on the committee for student personnel. Perhaps of even greater importance is the fact that through the latter committee interested representatives of all other areas tackle the problems that arise in student personnel. Furthermore, these representatives are charged with the responsibility of bringing to the appropriate central committee problems referred by the areas, and of reporting back to their groups.

The system is not perfect. It is constantly modified, but it works surprisingly well. We are convinced that were it not for this, or some substitute arrangement, our rapid expansion would have resulted either in a kind of diffuse amorphousness that would have necessitated strong, unilateral administrative counteraction, or in the adoption of a program of full departmentalization with all of its attendant hazards. In neither case would the student personnel point of view have been as influential throughout the college as it has.

IV.

CONCLUSION

It should be obvious from what I have reported that our program of student personnel services at Diablo Valley College is far from ideal. Providing, revising, organizing and reorganizing such services seems to be a never-completed task. But through our successes and failures we have developed a dynamic program that at least has the virtue of being our own. It has been set up, reworked, examined and struggled with by all of us. It was not imposed; it was not the work of one or two specialists; it was not borrowed. So it must be with the student personnel programs of your colleges.

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GUIDELINES FOR PROVIDING PLANT AND FACILITIES FOR A NEW JUNIOR COLLEGE

The interest in community junior college education, the rapid development of new junior college campuses, and the prediction that more than 200 public junior colleges will be started during the next 10 years have brought a new era in the planning and providing of new facilities. The day when the junior college was an insignificant appendage of an existing educational program is past. Junior colleges can no longer be housed in church basements, World War II barracks, condemned secondary or elementary schools, city libraries or detention homes. Providing facilities for the community junior college programs has become a study in itself, demanding new and creative approaches by educators, architects, engineers, and builders.

Newly organized junior colleges usually discover that they have to plan for at least two steps or stages in the development of plant and facilities for the college. The first is the transition stage during which temporary quarters are or can be made available. Important considerations in this transitional stage are: (1) that it is considered transitional or temporary and that a definite date of termination has been set; (2) that it does not affect the development of the educational program—poor or inadequate facilities are not legitimate excuses for offering a second-rate education; (3) that it does not provide the image of the true community college; and (4) that it produces many problems affecting the quality of the program.

The second stage is the acquisition of a permanent site and the planning and construction of buildings especially adapted to the community junior college program. This paper will deal primarily with the importance of and the procedures for planning a plant and facilities which reflect rather than control the educational program of the junior college. The importance of such planning and the effect it has on the college program was expressed by Strayer as early as 1938:

> There is an increasing realization on the part of school men and others interested in school problems that the physical plant of a Higher Education Institution, in a very real sense, sets a limit to the program of educational service which that institution may render its supporting patrons.[1]

I.

GUIDELINES

Although circumstances in various communities differ in many respects, the following suggested guidelines should prove useful in providing plant and facilities for a junior college in any community:

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[1] Evenden, E. S., Strayer, G. D., and Engelhardt, N. L. *Standards for College Building.* New York: Bureau of Publications, Teachers College, 1938. P. 4.

1. Plants and facilities must be master planned.
2. The site, which will be an asset or liability in the selection of plant and facilities, should be selected as objectively and scientifically as possible.
3. The planning of junior college facilities should include the wisest use of the potential contributions and resources of various individuals and groups.
4. Junior college facilities should have an architectural character consistent with the desired image and role of the junior college in the community.
5. Junior college facilities should have an educational character which emulates the college's role as the educational and cultural center of the community.
6. Facilities of a junior college must be adaptable to the socioeconomic needs of a community.
7. Facilities must be planned and designed so as to provide for economical staffing and use.
8. Junior college facilities must be planned and designed for a variety of uses: regular daytime offerings, community service, and part-time and adult programs.

Plant and facilities must be master planned. Webster's definition of a plan is "a detailed method, formulated beforehand," and his definition of a master plan is "a designated plan that controls or sets a standard or norm." Thus it can be seen that a marvelous plan may be developed, but if it does not indicate the controls, standards, or norms upon which it is formulated, it is not a master plan.

A concentrated period of planning by various individuals and groups will undoubtedly turn out to be the best and wisest investment ever made for the citizens of the region. The master planning process is not an exercise in abstract speculation or wishful thinking; it is a living experience in purposeful teamwork. It is a planned activity in which the activity itself affects the final plans. The results of master planning infer that certain basic decisions have been made about the campus and its relationship to maximum size, location, program, and other related problems. It provides the coordinated effort necessary to give a campus a feeling of completeness and coordination. The importance of master planning was well expressed by William T. Arnett in an address at a conference on junior college planning in Florida in 1959:

> Planning is the rational adaptation of means to an end. It is a process of thought, a method of work, the way in which a man makes use of his intelligence. People always act with some anticipation of the future, with some picture, however cloudy, of the end they are seeking; with some notion, however inaccurate, of the conditions which determine the extent to which they can achieve their ends; and with some appraisal, however inadept, of what are the appropriate means to attain their ends under such conditions. It is the purpose of master planning to make sure such calculations or probabilities, and such appraisal of alternate courses of action . . . are as clear, as realistic, and as effective as possible.[3]

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[3] Arnett, William T. *Principles of Campus Planning.* Tallahassee, Florida: State Department of Education, 1959. P. 21.

The site, which will be an important asset or liability in the selection of plant and facilities, should be selected as objectively and scientifically as possible. The selection of a site for a junior college can be a long and tedious process, and, frequently, to avoid this, sites are selected on the spur of the moment or as a bargain. Sites selected only because they are bargains, like many other bargains, turn out to be excessively costly when put into use. Several necessary steps for the evaluation and selection of sites emerge from literature and practice. For purpose of emphasis, the following is a summarization of suggested guidelines:

1. Written criteria should be developed for use in evaluating the potential sites.
2. The entire community should be surveyed for potential sites, and not just the more obvious locations.
3. The survey should result in a map showing all potential sites and an evaluation of each based upon these criteria.
    a. Adequate acreage for maximum master plan.
    b. Relationship to major transportation both in existence and planned.
    c. Ready access to the public.
    d. Availability and adequacy of utilities necessary to operate a junior college campus.
    e. Desirability of topography for construction.
    f. Compatibility of land usage of surrounding property.
    g. Location in relationship to area from which students will be served.
4. The site selected should not wholly determine the kind of physical facilities and educational program.

Benjamin Harder said in his book, *Economic Planning for Better Schools:* "Proper planning prior to site selection can go far towards preventing inadequacies of site and physical environment, and can go far towards preventing a school from becoming poorly located with respect to school population and organization."[3]

The planning of junior college facilities should include the wisest use of the potential contributions and resources of various individuals and groups. Because of the community orientation of the junior college, it has become recognized that the planning and providing of junior college facilities should include a greater representation of interest than has ordinarily been used in college planning. This was stated clearly in a guide by D. Grant Morrison in 1957:

> The unique and changing curricula in the junior college indicates the need for the close cooperation of teachers, administrators, school boards, lay committees, architects, and the building and curriculum coordinators of the State Board to secure functional, flexible buildings that will serve the educational program.[4]

Good planning provides opportunities for each individual and group to make the maximum contribution and provides for a process of homogenization of many ideas and concepts into a total plan. Each person or group has a specific contribution to make; and each complements and supplements the contributions of the others.

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[3] Harder, A. Benjamin. Ann Arbor, Michigan: Department of Architecture Research, 1954. P. 3.

[4] Morrison, D. Grant. *A Guide for Planning Community-Junior Colleges in the State of Washington.* Olympia, Washington: State Board of Education, 1957. P. 1.

Clyde Blocker, in an article in the February 1961 issue of the *Junior College Journal,* stated:

> A typical community college has a number of "publics" which are interested in the development of the institution. Each of these groups performs important functions in a complicated, informal system of checks and balances from which will emerge the campus plan and physical plant.[5]

The key figure in planning is the administrator assigned to coordinate the project. He must contribute three essentials: knowledge, leadership, and unity. He must perform an objective coordinating role with individuals and groups who have important but incomplete knowledge of the total situation. He has, and should have, the final decision to make after all discussion is completed. The relationship and understanding which he establishes with the architect will be the key to getting the educational specifications translated into architectural specifications.

The architect is the person who assimilates all the ideas, concepts, and dreams and turns them into physical plans. His appointment and contacts must start with the planning. He must be inspired and creative when he draws lines around educational specifications and programs. He must thoroughly understand the philosophy of the program; and he must have educational materials and decisions to work with, or his work will make educational decisions.

With the zeal of real artists and pioneers, faculty groups need to express their professional creative attitudes toward the new facilities. They should not be limited in their quest for information and in their research efforts. The goal should be to create "our dreams for an outstanding community college," not just a replica of a good two-year college developed somewhere else. The major contribution of the staff is to provide suggested educational specifications for the parts of the program with which they are most familiar. Their hardest job will be to judge realistically the requirements and to remember the buildings are not designed primarily for them; students and programs precede them in importance.

The function of the board of education in planning a community college is what it is in all school administration: the formulation of policy and the careful selection of an administration and staff capable of assisting the board in formulating policies and executing decisions agreed upon. The board of education is the basic policy-making body in the planning of a community college; but more than that, it has implied responsibilities for seeing that the planning results are a marked educational improvement in the community.

There may or may not be students available during the planning; but if there are, they may beneficially influence the planning results in terms of student habits. They should also be kept informed of progress since they act as ready-made public relations contacts.

Citizens committees represent different segments of the community and operate in an advisory capacity. They can assist in interpreting plans to the community at large, in surveying and selecting the site, and in acquiring the site and raising funds.

Although not necessary, visits by the staff to other college campuses can help solve common problems. Such visits should be preceded by careful planning and conducted with specific purposes in mind. There is a growing body of information, resulting from study and research, that can make an important contribution to planning. Once such information is used, more effort can be spent studying local situations which differ from those cited in research studies. Decisions on important matters should be based upon evidence determined by local factors.

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[5] Blocker, Clyde. "The Role of the Administrator in Community College Planning," *Junior College Journal.* 31:326–30; February 1961.

The final results of planning will be more than the total of the individual contributions. Master planning provides the dividends on the original investments. Good facilities do not reflect the original ideas of any one person or group, but a mosaic or aggregate of all ideas.

Junior college facilities should have an architectural character consistent with the desired image and role of the junior college in the community. The architectural impact and the visual image created by the plant and facilities will have an important effect on the citizens' concepts of the college. An impression of an overgrown secondary school or an underdeveloped university is not the architectural character desired. Although much can be learned from facilities for business and industry, the campus should not look like an industrial compound. Sometimes campus designs attempt to create the image of a country club or a desert spa; then there is great concern and wonderment as to why the concept of a comprehensive community college can not be developed in the community. The campus and facilities should provide a feeling that it is an educational plant—beautiful, simple, inexpensive, efficient, usable, and yet one which complements the community and surrounding area. First impressions should also give a feeling of unity and cohesiveness. Facilities should be tied together by architectural design and character and not appear as a group of separate buildings. Not much has been done in regard to the impact and importance of architectural character on the college, but perhaps this is something that warrants more attention.

Junior college facilities should have an educational character which emulates the college's role as the educational and cultural center of the community. Max Smith writes:

> The community-junior college is a unique institution and its physical plant should be uniquely suited to the community-junior college educational program. Each plant should be planned and designed so that it is functional in terms of the philosophy and program of the individual community and college. Adequate planning can insure that buildings are functional, economical, and attractive as well as expressly designed to meet the needs of the students of the specific junior college area.[6]

One should be able to draw accurate inferences about the importance of certain segments of the educational program by an intensive tour of the campus. The plant and facilities are an outward manifestation of the decisions made about the importance of various phases of the educational program. Necessary educational impact and character can be planned and designed into the physical facilities. Careful planning can create the campus grounds into outside botanical laboratories as well as areas of beauty enjoyed not only by the students, but by the community. This is emphasized in a report of the Educational Facilities Laboratory:

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[6] Smith, Max. *Planning Community Colleges.* Lansing, Michigan: Michigan State University, 1959. P. 1.

> Schools are for children. Where children walk, sentiment and myth are far behind. Decisions have to be made which will affect the safety, health, and psychological and academic development of children.
>
> Schools are for education. They are erected to accommodate the process of instructing youth. Yet form and content of education are in turn affected by the buildings which contain them. While schools are shaped by the community, conversely, the community is shaped by the schools it builds. Every school affects the spirit, the looks, the desirability, the assessed wealth, and the future of the community which builds it.[7]

Facilities of a junior college must be adaptable to the socioeconomic needs of a community. Junior colleges, unlike many other kinds of institutions, are susceptible to the changing educational needs of the community. Change is not new, but the rate of change has increased so rapidly that we cannot make long-term predictions. One of the challenges in providing facilities for a community junior college is to design them for today, with features that make them changeable for the future. The campus needs to be designed with a kind of flexibility that permits changes in emphasis in the various programs. Some types of programs will expand much more rapidly than expected and thus will change the percentage of the total facilities used for them.

Besides making the campus adaptable to change, individualized space must be made responsive to changes in use. This may result from the disappearance of a program, or more often from modified demands for utilities, equipment, or space for the same program. Mechanization and automation place an unusual requirement on the adaptiveness of the utilities system. No matter how visionary you think you are, you will turn out to be a conservative in regard to future demands.

Facilities must be so planned and designed as to provide for economical staffing and use. Economy is more than low initial cost. Economy should be synonymous with maximum value in both long-term and initial costs.

It is easier to determine the relative cost of materials used in constructing buildings than it is to determine costs of maintenance, use, and staffing of the facilities after they are built.

One of the most important long-term costs to consider is the staffing of the college facilities in all the diverse programs and services to be provided. The nearly round-the-clock use of some facilities presents a new concept to educational planning. Facilities should be used independently of each other and with minimum staffing. Too many services may have to be foregone during nonpeak hours unless provision for staffing and maintenance has been considered in the planning; otherwise the cost will become greater than can be justified.

Economy can only be effected when decisions are made on each concern, with all available evidence so that all mistakes can be termed *planned errors.*

Junior college facilities must be planned and designed for a variety of uses: regular daytime offerings, community service, and part-time and adult programs. A junior college which is truly oriented to the community becomes an integral part of that community and cannot withdraw when its contributions are needed by the community. Planning for use by the community may not cost any more, but may only require awareness of potential bottlenecks in regard to traffic, parking, food service, accessibility and placement of facilities, and other similar concerns. In a community college it is difficult to give priority rank to any of the diverse objectives of the institution. The continued development of the college will be dependent on the ability for co-use of facilities by the various programs.

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[7] Educational Facilities Laboratories. *The Cost of a Schoolhouse.* A report prepared by the EFL. New York: Educational Facilities Laboratories, 1960. P. 6.

The administration's awareness of the demands on facilities by community service and part-time and adult programs and the use of this awareness in evaluating each plan will result in less conflict, more use, and better acceptance by all.

II.

CONCLUSION

It has not been my objective to provide an exhaustive, detailed set of guidelines for providing facilities for a junior college, but to present general guidelines which can be used by a community in developing its own detailed plans. Each community should develop a set of criteria to be used as a basis for evaluating individual segments of planning and/or the master plan as a whole. It is through this creative act that subtleties of planning become evident. Out of these the visions for the future emerge.

Those who have been involved in master planning a new junior college campus realize that there is something involved which is not just for the present, but that the future is also being blueprinted. Reference to this was made prior to most junior college planning by Daniel Burnham in 1927 when he wrote:

> Make no little plans. They have no magic to stir men's blood, and probably themselves will not be realized. Make big plans, aim high in hope and work remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing intensity.[8]

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[8] Burnham, Daniel H. "Planning." *Christian Science Monitor*. January 18, 1927. P. 6.

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PROVIDING PLANT AND FACILITIES AT CLEARWATER CAMPUS OF ST. PETERSBURG JUNIOR COLLEGE

For more years than I can remember, we in junior colleges have emphasized the *differing* characteristics of junior colleges, their *uniqueness,* and *individual* qualities. Such thinking has deeply impressed me through these years. It is, therefore, in some confusion that I discuss the planning and development of *one* junior college, which serves a specifically designated metropolitan community—a junior college that, moreover, is one campus of a multiple campus institution. From this case history, it is hoped that you may find general guidelines, procedures, and information that may be applied to the planning and development of any new junior college.

Since this is a "case" history, let me briefly give you some background material.

St. Petersburg Junior College, the oldest of the two-year institutions in Florida, moved 20 years ago from a "downtown" campus and one building to a campus located in the eastern part of the city, just a few blocks from the Gulf of Mexico. The campus contains 23 acres of land—and many people had shaken their heads over such extravagance. "What will the College ever do with all that land?" was a common question. Back in the 1930's, few people anticipated the current growth and development of junior colleges, and especially, St. Petersburg Junior College. Today the College enrolls between 5,000 and 6,000 students; the 23 acres are increasingly crowded with buildings (with practically no parking areas); and there is no lull in sight as enrollment increases.

Taking all these factors into consideration, the College Board decided not to attempt condemnation proceedings of high-priced residential property surrounding the campus, but to develop a multiple campus institution, with a second campus constructed at Clearwater, in the northern part of the county; to operate, not as a branch campus, but as one of two autonomous campuses under a centralized administration of the junior college. There would be, then, St. Petersburg Junior College with a St. Petersburg Campus, and a Clearwater Campus. Further enrollment projections indicate that there may even be a third or a fourth campus in the future. Each campus will enroll approximately 6,000 students by 1975.

In planning the physical facilities on the new campus, our general objective was to provide a superior and effective setting for teaching and learning. My presentation to you cannot be definitive—we do not have the time for this. Rather it will attempt to present some of the highlights of planning and some of the decisions that we made.

I.

SITE SELECTION

The selection of the site for a community junior college is among the most important decisions to be made. The site chosen will characterize and "flavor" the institution and its student body for as long as it is used for a college campus. The architectural motif of the buildings will be influenced by the site; the layout of the campus—the master plan—will be determined by the topography of the site and its relation to streets and entrances and exits; even student policy will be influenced by opportunities for recreation on the campus and the kind of landscaping suitable to it. Thus the wise selection of the place to establish the campus of a junior college cannot be overemphasized.

The size of the site should be based on plans for the ultimate enrollment of the college. Although site selection may very well occur before enrollment projections can be made, general estimates can be made simply from a knowledge of the population and possible growth of the area to be served by the junior college. If the college is in a growing metropolitan area, a safe assumption is that the college will ultimately be a large institution, enrolling 5,000 to 15,000 students or more; if the college is in an area of smaller, stable, or slowly growing communities, our assumption may be that it will ultimately enroll 1,000 to 5,000 students; if the college is in a rural area of small towns and villages, we may assume a college enrollment of 400 to 1,000 students. The comprehensiveness of the program and curriculum will affect the choice of a campus. Obviously, the more activities, programs, and curricula, the more space the junior college will need. It is suggested that a minimum size of 80 acres be secured for a small junior college campus; that a minimum of 150 acres be secured for a medium-size junior college; and that there be a minimum of 200 acres for a large junior college. More acreage is desirable in every instance. If you wonder what the land will be used for, it should be remembered that for a campus of 1,000 students, at least 10 acres will be needed for parking alone; on a campus of 5,000 students, 30 acres will be needed for parking areas and traffic lines; on a campus of 15,000 students, at least 80 acres should be reserved for parking areas and traffic lines—these figures may be conservative.

Frankly, few junior college administrators can ideally plan the size of their campus. In a metropolitan area, a large acreage is almost impossible to obtain. Many city junior colleges develop well-planned physical facilities and most effective programs on a small acreage. Even junior colleges in suburban or rural areas frequently cannot obtain the amount of land they would like to have. Careful planning, multiple-story buildings, careful layouts of recreation and athletic areas, and "inner" campus planning all aid in overcoming restrictions on space. At the Clearwater Center, with a projected ultimate enrollment of 5,000 students, we obtained 78 acres, and felt ourselves fortunate to get this much high-priced land. Space needed for parking always remains a problem, where acreage is restricted. Do we dare suggest multiple-level parking ramps?

The topography of the land is important in site selection. The land obtained must be a place to build buildings, put down streets and sidewalks, and plan for attractive landscaping. A study of possible land utilization should be undertaken. There are beautiful campuses of ravines, streams, hills, and forests where actual land utilization is at a very low percentage. If such can be afforded by a junior college, it has my admiration. With only 78 acres obtainable for the Clearwater Campus, we had to make sure that we had almost 100 per cent land utilization.

The relation of the site to the community, to streets and highways, to powerlines and sewage lines is an important consideration. A site reached by streets through a semi-abandoned part of town, or through crowded industrial streets, or far from good access highways, or surrounded by unzoned, third-rate commercial property, is simply out of the question for a junior college campus.

Who are the ideal "neighbors" for a junior college campus? Most ideal would be a state or city park, landscaped and protected. Next in desirability would be residential areas supporting $20,000 to $50,000 homes; then in order, residential areas of less expensive homes, garden apartments, high-rise apartments. Satisfactory, but much less ideal are large shopping centers, professional building areas, mixed commercial and office areas. Least satisfactory, and to be avoided if at all possible, are airports, railway yards, filling stations, garages, factories, and drive-in restaurants and stands. Churches are very high on the list of desirable "neighbors" for college campuses, but unfortunately, churches rank educational institutions very low as "good neighbors."

The matter of land drainage is an important factor. Sites should be carefully studied in terms of drainage *after* construction, for many tracts of land apparently in their natural state properly drain, but when developed, do not. Extensive study of the *whole* problem before construction starts may save many a headache later.

The site finally selected for the Clearwater Campus contains 78 acres, is located one block from a through expressway, is on a main residential thoroughfare, is surrounded on two sides by residential area, and in addition has a church for a neighbor. We met a reasonable number of site selection requirements for our new campus.

II.

ENROLLMENT PROJECTIONS

Any study of enrollment projections for a community junior college should be used with caution; this is especially true of studies reflecting a fluid population, one that shows signs of spectacular and dynamic growth. Two main dangers confront those making the study: To use only known and provable factors, and thereby underestimate the junior college enrollment; or to place too much credence on the unknown (exponential) factors, and thereby use figures that will substantially overestimate college growth in enrollment.

Where does one start in making an enrollment projection? What are the steps involved in developing a projection of enrollment? The following procedure is recommended for a community junior college.

First, a projection of the general population of the area served by the community junior college is needed. What are the estimates of total population at given years? The sources for such figures are important in terms of reliability. Studies made by utility companies (light and power, telephone, gas, water, etc.), by banks and finance corporations (savings and loan institutions are especially good), and by the area's major industries are usually well prepared, conservative, and reliable. After all, these companies or institutions are planning the expenditure of funds for future operation and capital outlay based on their figures, and they cannot afford a large margin of unreliability. A second source of studies may be less reliable, but is useful in validating or cross-checking other studies. This source includes chambers of commerce, boards of trade, state development or industrial commissions, and private industrial or commercial "newsletters." What generally do all these studies indicate? Is the population growing? How much? Of what age and sociological group will the population increase consist? Is there a leveling off, or a population plateau, in sight? What is the growth curve over the next ten years? Fifteen years?

Second, a projection of the school population in grades 1 through 12 is needed. The best and most reliable source for such information is, of course, the district or county school board office. How do the figures of school population relate to the figures of general population? Are the growth patterns consistent? What is the dropout rate between grades? Is it consistent or is it changing? Is there any foreseen change in the birthrate that could alter the figures in any year or sequence of years? At this point in the procedure, a reconciliation chart can be made, showing the general population estimates, the school population estimates, and their relationship and percentages.

Third, an estimate must be made of young adults, graduates of the high schools and others, who will be potential junior college students. The school board offices will be able to tell you how many high school students are now going on to college. This figure can be very misleading to a junior college official, however. How many more will attend college because of the establishment of a community junior college? Will any of those now going away to college attend junior college,. thereby increasing the percentage of high school graduates entering the community institution? Unless you have previous figures available in an already established junior college which is planning expansion of its facilities or the addition of a new branch campus, it is advisable that you check with high school counseling staffs, and that you circulate a questionnaire among high school students. Such action will indicate in some measure the number of students who may attend the community junior college. From such figures, percentages can be calculated and applied to high school senior class enrollments for any year. The result will be a conservative estimate (students hesitate to indicate plans to attend a junior college if they believe they have any opportunity of attending a four-year institution). Such estimates may be substantiated by comparing them with similar percentages from junior colleges which are already established.

Fourth, certain exponential, or "unknown" factors, should be considered. There is the factor of high school graduates of some years who now enter junior college as freshmen. These students would not have appeared in earlier figures or estimates. How many are there? No one knows—but it is a factor. Another "unknown" is that group of students who, after their freshman year at a four-year college or university, stay home to attend a junior college. How many do this? Again, no one knows. Such exponential factors as the support, or lack of it, given the junior college by high school counselors, the geographic distance to the nearest four-year institution, and whether it is public or private, the business situation and the amount of "ready money" in the area—whether or not it is a good "crop year" for farmers—all these will affect enrollment in any given year at the community junior college, but not one can be measured or calculated with accuracy or reliability. Even so, these factors must be considered.

Fifth, prepare a final projection of enrollment by years. It should be emphasized that even when the best sources are available, an enrollment projection, no matter how "educated" or "intellectual," is largely guesswork. Therefore, its validity and accuracy should be continually checked. Each year, revisions based upon actual figures should be made.

In making enrollment projections for the Clearwater Campus, we followed closely the above procedures. Of course, we first projected the enrollment through 1975 for St. Petersburg Junior College as a whole, then broke it down for each of the campuses. We now have had two years to re-evaluate our projections and validate the study. It is interesting to note that our projection the first year was within 20 students of the actual enrollment. A change in the state university's admission policy and a slight lull in business activities, making money "tighter," affected our second-year estimate; it was off by almost 300 students, or about 12 per cent. Because of this experience, we found it necessary to re-evaluate our enrollment projection each year, making such changes as new conditions dictated.

Our enrollment projections now indicate that the Clearwater Campus will open in 1964 with 1,200 students, will enroll 2,500 in 1967, and 4,800 in 1972. The St. Petersburg Campus will enroll 4,400 in 1967, 5,200 in 1969, and 6,100 in 1972. On this "population" basis we began planning our physical facilities.

III.

CURRICULUM DEVELOPMENT FOR PHYSICAL FACILITY PLANNING

Since we believe that planning for physical facilities at community junior colleges should be "program directed," it is necessary to consider the proposed program and curriculum of the institution early in the schedule. It is our opinion that all construction on a junior college campus should be the result of curriculum and program needs.

The curriculum and program of any community junior college is necessarily dictated by two forces: (*a*) the course requirements for receiving degrees at the four-year colleges and universities to which the majority of students will transfer, and (*b*) the expressed and known needs of the community served by the junior college. It is fairly easy to prepare a curriculum designed to meet transfer requirements—a perusal of the catalogues of the four-year colleges and universities or a visit to the deans and registrars of the institutions will provide the necessary information. But it is not easy to discover and wisely interpret the needs of a community. We are prone to base judgments on invalid external factors when deeper consideration should be given to other factors. A community junior college in a large farming area may suggest a need for an agriculture curriculum, only to find that this is not really a need of the people. Many a good junior college curriculum has been dashed to pieces against a rock of student indifference because the college interpreted its large number of co-eds as a real need for home economics programs.

Many fine texts and books have been written concerning the development of curricula in the junior colleges. It would be presumptuous and unnecessary for us to paraphrase these expositions here. However, in the interests of sound planning, we do believe that there are some general statements concerning curriculum that may be helpful.

1. A core general education curriculum should be developed first; and preprofessional curricula related to it, with electives in each field, should be given thorough study. For a growing institution, it is better to have "related" curricula than a series of separate and unrelated programs offering a diversity of courses.
2. Highly specialized "terminal" curricula should be slowly developed, after thorough and continuing study, and with consideration given to stable and continuing need and to costs.
3. Art and music offerings should be general at first, and the development of a complete curriculum delayed until needs are based upon something more than to "learn cartooning" or "take up painting as a hobby" or "sing in the glee club." When the needs of the students are expressed convincingly for a professional and academic approach to these areas, then curriculum development can really begin.
4. The list of subjects required by the college for graduation or completion of a program should be determined as soon as possible, for these decisions will have a direct influence on the physical plant. For instance, if political science is required of all students in the college, the demand for instructional space for political science will be much more than if political science is an elective course taken by comparatively few people. If graduation requirements are going to be different for some programs than for others, such differences must be defined and clearly explained, for such an arrangement will certainly affect enrollment in these courses and thus influence space demands.
5. Before facility planning is initiated, basic policy decisions must also be made concerning the administration of the physical education program and the intramural athletic program. What interscholastic sports will be sponsored by the college? What will be the basic intramural competitive sports? What recreational facilities will grow out of the physical education program that will be made available to all students or to the public?
6. As the curriculum is developed or expanded, careful preparation should be given to the writing of course descriptions. For purposes of planning facilities, detailed and complete course descriptions should be prepared, perhaps even more detailed than will eventually appear in the college catalogue. The facilities planning group will know just what kind of instructional area is needed, something of the type of equipment to go into it, and will even be able to make decisions concerning class size and schedule arrangements.
7. The relation of one instructional field to another and the interrelationships of all college activities to each other will set a pattern for future program and curriculum growth and development. Should languages be included among communications along with English and speech, or do they more properly belong in the humanities areas where we find relationships between art, music, philosophy, design, and drama? Is religion

a social science or a humanities course? There are curriculum relationships which are not as obvious or as clearly demonstrated as those mentioned. Is business writing, for instance, related more closely to communications than to the area of commerce and business? Is engineering drawing related to art as well as to mathematics, and in what degree? It is vitally important to determine what the curriculum relationships are going to be on a new junior college campus, for the kind of relationships may allow various disciplines to share or use similar instructional areas and will determine to a great extent what courses will be taught in what buildings, and even in what areas of the campus. Good campus planning and good facilities planning demand that decisions be made concerning such related arrangements before a campus master plan is drawn up or before detailed facility planning is undertaken.

In planning and developing the Clearwater Campus, we had an approach to curriculum different from that of most beginning junior colleges. Since we were to be one campus of a multiple-campus institution, we had a ready-made curriculum successfully in operation on the St. Petersburg Campus. However, it was decided early in the planning that while there would be close coordination and articulation between the two campuses in course offerings and programs, there would not be slavish duplication. Thus we followed the procedures for curriculum development very much as if we were to be an entirely separate and autonomous institution. This not only allowed us to assume a fresh viewpoint toward curriculum and program, but also encouraged the faculty on the St. Petersburg Campus to evaluate their current offerings and program in light of those being developed and planned for the Clearwater Campus.

IV.

TRANSLATION OF CURRICULUM INTO SPACE REQUIREMENTS

To translate a proposed instructional program into classrooms, laboratories, and complementary areas is a task that may be fraught with some perils. Certainly there are pitfalls for unwary planners as they proceed from the "wild blue yonder" of imaginative planning to the prosaic reality of square feet of floor space, wall arrangement, and building size. In every translation of curriculum to physical plant, judgments will be made and interpretations given that later experience will modify; but it is hoped these will not be numerous and that the over-all plan will provide for a very satisfactory learning and teaching environment.

In translating the curriculum into space needs, and in the attempt to achieve maximum facility usage, the first major problem encountered by those charged with this responsibility is the establishment of a basic core of information concerning the number and distribution of students, the number and distribution of faculty and supporting personnel, the distribution of students 10 and 15 years in the future, and the attrition rate of students. The source of this kind of information, of course, is the study of enrollment projections. However, it is time now to carry enrollment projections into a more detailed kind of study. Not only should we know the total enrollment at any given time; but we should also try to estimate the number of students out of this enrollment who will register for certain courses. How many students will take freshman English or calculus or chemistry or biology or history? The distribution of students in various programs is important information. Certainly when we know how many students will enroll in freshman English, we will know then how many instructors in freshman English it will be necessary to employ. We not only determine, therefore, course enrollment—and by finding the optimum section size determine the number of rooms needed to teach any given subject—but we also resolve faculty distribution and department size. Such estimates, as described above, vary from institution to institution, depending upon whether a junior college is serving a rural area or a metropolitan area, and depending somewhat upon the character and make-up of the student body. For new junior colleges where there is no background of experience to use, it is suggested that the distribution of students in various courses at other junior colleges which are similar in environment and possible student body characteristics be used. The records of junior colleges with a background of enrollment experience will constitute the best source for such information. Information concerning the distribution of students into the courses of a curriculum should be taken from enrollment figures early in the first semester. Regardless of what happens in terms of dropouts or second-semester enrollments, facilities must be provided for the maximum enrollment. Student attrition between the first and second years must be carefully estimated so that some accuracy can be given to estimates of course distribution in the sophomore year. The distribution of students into courses 10 or 15 years in the future should be estimated in the same way and using the same rate of growth as will be found in the over-all enrollment projections.

There is a second major problem confronting those who have the responsibility for planning facilities; that is, the determination of the number of faculty contact hours with students, decisions regarding the optimum size of sections and the hours available for teaching in the college schedule, and the amount and kind of faculty office space required. The length of the college daily schedule is a very important factor in determining the number of specific facilities needed. It is obvious that an institution that plans a schedule between the hours of nine in the morning and four in the afternoon, five days a week, will demand much more space in the instructional area than an institution which will schedule classes from eight in the morning until five in the afternoon, five and a half days a week. The longer the daily schedule, the fewer sections that need be scheduled at any one time and, therefore, the fewer instructional spaces that are necessary.

The third major problem is the relation of all needs and projections to the financial structure and the economic aspects of the college.

In our study of junior college programs, and of the planning and developing now going on in many areas, we have reached conclusions that lead away from some previously accepted concepts. In our planning, for example, we very definitely regard the deliberately restricted classroom size (to insure small classes at all times on the junior college campus) as a luxury too expensive for the growing junior college to justify. Different teaching and learning procedures must be devised to serve effectively larger and larger numbers of young people. Many new teaching techniques have already been explored.

Today we are, for example, getting satisfactory results from such techniques as the large lecture section-small discussion group, closed circuit television in the classroom or lecture hall, the team teaching approach, the machine program concept of teaching, the instructor-directed project, and others. If new techniques of teaching are to be used, then classrooms and laboratories must be devised to make the most effective and satisfactory use of these methods.

Thus we have envisaged a teaching program composed of formal instruction to groups whose size will be determined by the kind of subject matter presented and the technique of instruction most conducive to superior achievement. Opportunity for continual, regular, and frequent academic conferences between students and instructors should be provided in an appropriate office or other conference room; the time for these scheduled meetings must be provided for on the schedules. Thus we have given emphasis to several types of classrooms and laboratories in our planning, and we have also given emphasis to the instructors' offices and conference suites. In our visits to junior college campuses in several sections of our nation, it has appeared to us, on occasion, that offices, work space, and conference rooms for the instructional staff have been rather casually planned and arranged for, almost as if architecturally leftover space has been allocated for this purpose. With an insistence upon the out-of-class work of the instructor and the increased preparation and research time demanded by the new techniques of instruction, sound architectural planning must be given to this area.

It cannot be too greatly emphasized that flexibility is the underlying "theme" of a good college building program. In the following discussion I shall tell you what "core" size of instructional space we planned for the Clearwater Campus, and what our maximum class or group size would be; but this is a part of the case history of planning for *one* school, and is not necessarily intended to be a recommendation for others to follow. Each institution should, through study of its program, procedures, and policies, be able to denote its own "core" space requirements and section sizes. There must be one controlling factor, however, in this kind of planning: All space should be so constructed that it may easily and inexpensively be expanded, decreased in size, or rearranged to meet changing needs and requirements. By flexibility, we do not mean, necessarily, the folding partition type of wall or enclosure. In some instances, flexibility may be achieved by using this kind of room divider; but it is my experience that there is considerable dissatisfaction among those who have used such partitioning for all general instruction areas. Cement block, or other construction material, used in nonload-bearing interior walls, which can be torn out to expand space or which can be modified by alteration, offers inexpensive flexibility and good insulation and soundproofing at the same time.

For instructional areas we are proposing four general space sizes: 700 net square feet to serve 24–40 students; 1,050 net square feet for 40–60 students and for all laboratories providing for at least 24 student stations; 1,500 net square feet for 80–100 students; 3,850 net square feet for 200–250 students. We are also proposing that language laboratories be not over 700 net square feet and be designed to provide for not more than 24 student stations. Observation and experience have indicated to us that the effectiveness of language laboratory devices and instructional techniques is decreased in proportion to the excess of student stations beyond 24. However, flexibility in room design is strongly recommended so that future expansion of the language laboratory may easily be accomplished.

We have taken a long look at the food service areas for a junior college campus. In examining the plans of many community junior colleges, we have been somewhat startled to learn just how large an area must be provided for food service. The question was asked: If a college is to enroll students from a local community area, with no dormitories, and the campus is located in a metropolitan or town environment, why provide extensive and complete food service? A survey was made of a number of junior colleges to find out how many students ordered *complete* meals each day as compared with the number who ordered sandwiches, salads, soup, snack foods, and beverages. We found that only 10 to 20 per cent of the students in a commuting junior college ate complete hot meals. The remainder of the students ordered food from the snack bar or ordered light lunches. Since this is so, it is believed that a large and expensive food service area is not necessary, if good quality, variety, and service are offered through the snack counter area or through a variety of food vending machines. The savings of considerable money can thus be effected as well as a saving of floor space for food service.

From the beginning of community junior colleges, two campus areas have been available to students when they were not in classes. One is the student lounge, union, center, or by whatever name it goes. The other is the library. Too often the activities for which each is designed get confused—the blaring jukebox or the conversation and confusion of the student center offer no place for quiet meditation or study, while the research-study atmosphere of the library may offer little comfort to the person seeking a place for visiting and conversation. We believe that a third area is needed for commuting students on a junior college campus. This area should be close to instructional offices to facilitate at least semi-supervision; and it should provide a quiet place for either study, reading, or relaxation. The area should be furnished with study tables, comfortable chairs, and perhaps small round conference tables for four or six students. The space may be used for other small gatherings at carefully scheduled times. This area should not be an enclosed room but an alcove off an office suite or an extension or "bay" of a corridor or lobby. It should not be large and there should be several such areas on the campus.

We also believe that junior colleges in regions with mild temperatures are not taking full advantage of the possibilities of open-air areas, not only for physical education activities but also for instruction, recreation, relaxation, and even some types of study. We urge that in planning an attempt be made to utilize the *entire* campus in the program.

In developing the programs and the activities in a new junior college, different attitudes and policies concerning athletic programs should be considered. It should be recognized that there may be justification and real worth for some junior colleges to develop extensive intercollegiate athletic programs. In many junior colleges that we observed and studied, however, we found little apparent justification for the expensive demands of intercollegiate athletic programs. Such programs often require physical space and equipment, usually provided at the expense of good physical education instruction, the development of intramural activities, or the maintenance of good campus-wide recreation programs. If the junior college does not carry on an extended intercollegiate athletic program or if it supports only one major sport in such a program, then certainly physical facilities should be related to such a program. Without the necessity for large areas devoted to spectator sports (including large areas for spectator seating), space can be designed more appropriately for the physical education and recreation requirements of the institution.

How should the kind of instructional space and the number of such instructional spaces be determined? The enrollment projection already made should be an invaluable aid to the campus planner at this point. The basic instructional space for a junior college campus is the standard classroom, seating a section composed of 25–40 students and containing 700 net square feet of floor space. Experience has indicated that the section size for most classes will be nearer 25 than 40, with an average of somewhere close to 30. Study, experience, and observation have also indicated that the average full-time student who has enrolled for 12 to 16 semester hours of work will spend 9 of these hours in a standard classroom. To determine the number of classrooms needed, multiply the total full-time enrollment by 9, which will then give a total number of semester hours of use in such classrooms for the entire full-time equivalent student body. However, since we will be able to seat an entire section in each classroom, it will be necessary now to determine the number of groups which these semester hours represent. The above figure may be divided by the minimum size of the sections. In order to decrease the number of classrooms to be constructed, some campus planners will set the minimum classroom size at 30 or 32. However, this is thought to be an error in that in actual practice the minimum size of sections will not be this large, and it is better to provide for classrooms on a more liberal estimate and, therefore, the minimum size of sections should be determined as not over 25 students per section. The figure obtained after dividing the total number of semester hours by the minimum size of a section will give us the number of meeting times necessary to provide for. If the college is operating on a schedule of 40 hours per week, from 8:00 a.m. to 4:00 p.m., thus providing for eight class hours per day, and giving us a total possible use of 40 class hours during a five-day week, we must again realize that total utilization is not possible. A conservative estimate based upon a national average is that the standard classroom will average about 60 per cent utilization per week. Certainly by careful scheduling and through the use of other factors a greater utilization can be realized; but in planning for facilities it is always better to plan in terms of the more established and more conservative estimates. Sixty per cent of 40 hours per week would give a possible use of a classroom of 24 hours per week. Twenty-four should then be divided into the number representing the number of standard classrooms necessary for any given enrollment size.

The following sample will illustrate the above procedure. (a) If we are providing for an initial enrollment of 500 full-time equivalent students and we use the estimate that each student will receive instruction in a standard-size classroom for 9 hours per week, we then multiply 9 times 500 and determine that 4,500 individual class contact hours must be provided for. (b) However, since students are not taught as individuals in a classroom all to themselves, but are taught in groups or sections, we then may reduce the number of class contact hours by dividing these hours by the minimum section size, or 25. We thus obtain the figure 180 which represents class contact hours for the number of groups or sections needed. (c) We have determined that our daily class schedule will be an eight-period schedule, five days per week, or a total of 40 possible scheduled class hours per week. Realizing, however, that our classroom utilization will be only 60 per cent of this, we have a utilization figure of 24 hours per week that each classroom will be in use. We divide our 180 class contact hours for sections by 24 and determine that we will need 7½ standard classrooms for an enrollment of 500 students, and therefore in our planning we will provide initially for 8 classrooms with a net square footage of 700 each.

This same formula can be used to determine expansion needs as the student body grows. If we have determined that three years from now our student body will have grown from 500 full-time equivalent students to 800 full-time equivalent students, we can simply take the increase in growth, apply the same formula to it, and determine how many additional classrooms we will need in three years.

Present-day teaching techniques and the demand for flexibility in planning additional facilities initiate consideration for a larger size classroom designed to seat from 60 to 75 students. In these classrooms there may be an emphasis upon audio-visual presentations or the combining of smaller discussion sections into a lecture group, or such planning may provide the means of increasing the size of classes in certain disciplines where a large group does not at all detract from the effectiveness of instruction. Such classrooms should be planned with a minimum of 1,050 net square feet and the minimum section size should be considered at not less than 50. Experience has indicated that the number of these classrooms need not be great, for taking the full-time equivalent student enrollment as a whole, the average time spent by each student in such a classroom is only one hour. Thus it is easily seen that if the average is only one hour per student, then not too many students are scheduled for sections meeting in these large rooms. Again, by using the formula outlined for determining the number of standard classrooms and based upon an imaginary student enrollment of 500, and again at 60 per cent utilization of the room and using minimum section enrollment of 500, actually less than one room is needed. Therefore one such room would be planned in a campus designed for only 500 students.

With the increasing emphasis upon science subjects and the rising enrollments in science, special attention and consideration should be given to the planning of science facilities. In spite of protestations from some campus planners that multiple disciplines may use a general type of laboratory, it is our opinion, based on observation, experience, and conference, that the general type laboratory for junior college instruction is not the best plan. No matter how small the institution may be, basically there should be a chemistry laboratory, a biology laboratory, a botany laboratory, and a physics laboratory. These facilities are necessary even though they may not be utilized to their fullest extent for several years after construction.

It is our considered opinion that laboratories should have a minimum of 1,050 net square feet and that they should be designed for not more than 24 student stations. This size room will allow some extra space for work tables and small instruction groups away from the laboratory tables. For campus planners who are developing an initial facility for a rather large initial enrollment, again the formula for determining the number of instructional areas to construct can be applied by considering that each full-time equivalent student will spend an average of three hours in a laboratory. This is the average for the entire student body. Thus, if the initial enrollment is 1,000, we apply our formula of 3 hours, times 1,000, or 3,000 hours, divided by the minimum section size which, as experience has shown in laboratories in junior colleges, will average only about 20 to a section (few laboratory sections, because of scheduling difficulties, will reach the maximum number of 24). Then by applying a utilization percentage of 80 per cent instead of 60 per cent used for classrooms, we find that four and a fraction laboratories are needed which, of course, will mean five laboratories. Since experience has also indicated that one physics laboratory is sufficient to serve a student body of 3,000 students, our distribution of laboratories would be one physics laboratory, two chemistry laboratories (one for general chemistry and one for the advanced chemistry subjects), and two biology laboratories. Just as there is a basic minimum of three laboratories no matter how small the junior college enrollment may be, so there is a reasonable upper limit; and again experience has shown that by careful scheduling and an emphasis upon greater utilization of the laboratories, six science laboratories, one physics, three chemistry, and two biology, will serve a full-time equivalent student enrollment of 4,000 students, and by adding another physics laboratory, a student full-time enrollment of 5,000 may be served.

To those who have doubted these figures, may we point out that in just the last few years, especially with the development of closed circuit television and the increasing use of visual aids, new courses in science have been developed which are nonlaboratory in nature and which employ the survey-type presentation. Many nonscience majors are enrolling in these courses to meet their general education requirements rather than enrolling in the more demanding laboratory courses in science. Thus we are finding growing enrollments in such courses as the biological sciences, as distinguished from biology or zoology or botany, and the physical sciences as distinguished from chemistry or physics or astronomy or geology. There is no longer the need, therefore, for as many laboratory areas as there once was.

A reference in the above paragraph to the development of new approaches and new techniques in teaching the various disciplines brings us to a consideration of the next kind of instructional space needed on the junior college campus. These areas may be called the special instructional areas, rooms designed for particular purposes and frequently containing highly specialized equipment. In the specialized instructional areas we would identify the language laboratory, or with its more general use, the electronically equipped laboratory; the special rooms for teaching business courses such as typing, business machines, and accounting; the music rooms, the space for chorus and band; the art and ceramics studio; the engineering drawing laboratory with its highly specialized tables designed primarily to teach large groups; the teaching auditorium for the science survey courses, the social sciences, and the humanities. Again the campus planner is faced with the problem of how many of these special instructional areas should be constructed on a junior college campus. Since these areas with their highly specialized needs are both expensive to construct and expensive to equip, economic considerations must play a great part. It should be understood that for a campus designed to provide a full complement of facilities, there probably should be a basic demand for at least one instructional area for each of the special disciplines. That is, there would basically be one language laboratory or electronically equipped laboratory if it is to be used also in the teaching of shorthand, stenography, dictation, and music appreciation as well as languages; one art studio; one large combination band and choral room; one business laboratory equipped with combination typing tables and accounting tables with a work alcove for business machines; one engineering drawing laboratory, in which the drawing tables may also be used for work in art; a combination business-commercial laboratory in which all business subjects may be taught; a teaching auditorium with acoustically treated dividers or partitions so that two classrooms could be made of the teaching auditorium and thus multiple use of this area could be made; and a band and choral room with its tiered and curved platforms which would enable it to be used part-time as a lecture room or a large classroom. The only facility which does not lend itself well to uses not involving its highly specialized equipment is the language laboratory.

There is no very good or accurate method of deciding just how many specialized instructional areas are needed for full-time equivalent enrollments; and the campus planner, as he begins to examine the needs of a student body of 1,000 or 1,500 or 2,500 or 4,000 students, should make use of his course description chart which indicates the number of students generally enrolling in any given discipline based upon any given full-time equivalent enrollment. Generally speaking, for a full-time equivalent study body of 4,000 students, requirements will include three language laboratories, a large business-commercial suite of three rooms, several smaller instructional areas and at least 10 practice rooms, a large combination art and ceramics studio with plenty of storage space, two engineering drawing laboratories seating a minimum of 25 students each, and at least five teaching auditoriums, three of which would be designed to seat 100 students, and two designed to seat about 250 students.

V.

TRANSLATION OF AUXILIARY AND SERVICE NEEDS INTO SPACE REQUIREMENTS

From an academically philosophical point of view, several of the areas described in this section, such as faculty offices and the library, should be considered as a curriculum need, but for practical purposes in planning, they are being included in the service and auxiliary section.

Defining the need for faculty offices has brought about some differences of opinion on the part of campus planners and of administrators. The arrangements of offices, the number of faculty members occupying an office, and the size of faculty offices have all become points of controversy. Our description of needs for faculty office space is arbitrary, and is certainly open to discussion and modification. However, it is our intention to be somewhat dogmatic in our presentation of this part of the paper and to suggest that those who cannot subscribe to the kind of planning which we have presented make such adjustments and modifications in floor space and arrangement as seem suitable and satisfactory.

It should be emphasized that faculty office space on a junior college campus is as much a necessity as classroom or laboratory space. The junior college faculty office is not an escape room for the faculty member, nor is it a place to while away time between classes. It is itself an instructional area, a place where faculty-student conferences are held, where instructional sessions may be scheduled with one or two persons, a center for the preparation of instructional presentations, and a place for grading, evaluating, and record keeping. It is a work room for faculty. Certainly it would be ideal if a sizeable room could be assigned to each junior college instructor for carrying on all these activities, but a realistic approach, from the point of view of space required and economic cost, demands that only reasonable space be allotted for this purpose. Many boards even today question the amount of space allotted for faculty offices, and sometimes suggestions are made that large common office areas should be constructed or that an unreasonable number of persons share the same office space. The junior college administrator should reject all such proposals. Never should a large common room containing a number of desks be assigned for this purpose or planned for this purpose, and while two faculty members may occupy an office without too serious loss of effectiveness, never should more than this number be assigned to any one space. It is our conviction that the one-person offices are desirable. They allow for freedom in scheduling conferences and in working with students.

The *minimum* area required by one faculty member in an office is 75 sq. ft. It is emphasized that this is a minimum square footage and that if the college can afford the extra space, 100 sq. ft. per faculty member is far better. Both these square footages will allow for satisfactory desk space, bookshelves, and space for one, two or three conference chairs, allowing for either individual conferences or for a very small group.

The offices of department and division chairmen should be very carefully planned and should be the focal point of departmental or division business. It is recommended that a division chairman's office be at least twice the size of a faculty member's office, thus allowing for conferences or meetings with larger groups of people and allowing for a greater display of the materials used in the department in its instructional program. A reception room and secretarial area, with a small work space for a mimeograph machine, and storage room should be a part of the chairman's suite. Another very important part of the chairman's suite would be a conference room. In this conference room, not only could departmental or division meetings be held, but the room could also be scheduled for group instruction by any of the faculty members. Such a conference room should contain at least 300 sq. ft. of space, and more if possible.

The administrative area may be as large and complex or as small and compact as the ultimate enrollment of the junior college will demand and as the administration feels is necessary. Certainly the administration area would contain the general administrative offices, the finance office area, the admissions and records area, and the student personnel services area with office suites and conference rooms for the counseling and guidance staff. The size and the number of administrative offices must be determined by the organization of the junior college and by the desires of the administration. Most junior colleges planned during the last 10 or 15 years have underestimated the amount of space needed in a growing institution for the finance office and the admissions and records office. Both of these areas demand a great deal of storage space and work space. Even with the advent of microfilming, a great deal of storage and work space will be needed for all kinds of records. Ample fire and security vault storage should be provided for both the finance office and the admissions and records office. If microfilm equipment or IBM operation is planned or being considered for future use, ample work space for such equipment should be provided.

A suggestion for the arrangement of these areas is that student traffic flow may be planned in order that registration may be carried on in the administration building, at permanent counters and desks. Many institutions today move their entire registration operations to a fieldhouse or gymnasium. Careful and sensible planning of the administration building in terms of student traffic flow may very well allow all registration procedures to be carried on without having to move elsewhere.

The student personnel services area in the administration building should be planned around physical facilities for counseling and guidance. Special rooms for small group testing, several conference rooms, and a small vocational guidance and counseling library should be included.

Library areas, including seating, stack spaces, work areas, desk space, audio-visual and conference rooms, demand a minimum requirement of 25 sq. ft. per student seated in the library, which number of students is at least 25 per cent of those on campus at any one time.

A more realistic figure for determining the ultimate size of the library and provide for all needed space would be 35 sq. ft. per student seated in the library. Some campus planners find it difficult to estimate with any degree of accuracy the amount of space needed for the book and materials collection. In other words, how much stack space should be provided in a library? It is indeed difficult to compute the amount of space needed for library holdings with a set formula. Different libraries compute materials placed on library shelves in different ways. Methods of counting library holdings are not uniform. Some libraries do not count numerous unbound or unprocessed items. Some have numerous oversized volumes in such fields as music or fine arts.

About 28 years ago, Robert W. Henderson, of the New York Public Library, set forth a formula which has frequently been used and is frequently quoted. Mr. Henderson's formula provides for approximately 100 books per standard stack section, or 10 books per square foot of floor space. Further experimentation has indicated that his formula may be too conservative an estimate. There are some campus planners who have indicated that as many as 175 volumes can be stored in a standard stack section; or 20 per square foot. A good working average, however, seems to be a more conservative 125 volumes per standard stack section, or 12 per square foot. It should be remembered that a "filled" stack section is one in which there is always space left for future growth and future addition. In most modern college libraries, books are arranged on the shelves by subject and, therefore, space must be left for expansion. It should be realized, of course, that collections do not grow uniformly, that there will be some overcrowding in certain areas.

A national study has indicated that new institutions experience a library volume increase of 10 per cent per year. This percentage will also apply to rapidly expanding institutions. On the average, junior college libraries grow 7 per cent annually. Libraries in established colleges or universities grow 4.7

per cent per year. Libraries in small private colleges, both senior and junior, average about 4.3 per cent growth. A reasonably generous formula would provide 125 sq. ft. of floor space for each 12 sections. This ratio assumes ranges of shelves 18 inches deep with 36-inch aisles between them, plus adequate cross aisles.

The development of a student activity area on a junior college campus is related to the philosophy and procedures adopted by the college. For instance, the planning of the student union is related to the size of a cafeteria food service area. If the snack bar type of food service is planned and no large dining rooms or kitchens are needed, then the snack bar area lounge rooms and activity rooms can be combined. Some junior college planners now advocate that the food service area and the recreation area with game rooms, Ping-Pong tables, etc., be separated from the more quietly and orderly conducted lounge rooms, health clinic, student government and activity offices, and bookstore.

After examining several such installations, we find ourselves much impressed with this kind of separation. The two areas of the student union may be separated by a patio, by a covered walkway, by a landscaped terrace, or by a terrace furnished with outdoor furniture for lounging and resting. The separation of the two areas emphasizes to the students the two different characteristics of the areas and provides a psychological dividing line between the more boisterous, noisy, and littered food service and recreation area, and the more quiet and orderly lounge and creative activity area. How large or how extensive or how expensive such an area should be again depends upon local thinking and local planning. Some administrative philosophy will place great emphasis upon the student area, realizing that day students must be provided facilities on the campus for food and drink, for rest, for recreation, and services, just as boarding students are provided many of these services in dormitory areas. Other administrative thinking emphasizes that most of the money for construction should be spent on areas more directly oriented to teaching and learning and that the student area should be kept to a minimum. We have visited campuses exemplifying both philosophies and are very much inclined to believe that the larger and more wisely planned student area is important to all-round institutional effectiveness.

There are some junior colleges where physical education and athletic activity are so strongly emphasized that the needs of these areas are met before any other planning is done and the junior college becomes virtually a campus dominated by a large and finely equipped gymnasium or fieldhouse. Our own view is that the gymnasium or fieldhouse should not be the first building constructed, and should not be unduly emphasized on the master plan of the campus. We do believe, however, that physical education and intramural activities are very important.

Areas for these purposes should be carefully planned. Shower, locker, and dressing rooms for both men and women should be located in a facility that can be expanded and which can provide space for indoor activities during inclement weather. We would like to point out that it is not absolutely necessary that shower, locker, dressing, and auxiliary space for physical education be made a part of the gymnasium or fieldhouse building. We have visited many junior college campuses where these facilities were contained in a separate building joined to the gymnasium or fieldhouse by an enclosed walkway or by some kind of a protected corridor. The size of a fieldhouse or gymnasium is determined largely by the uses that will be made of it. If spectator space is to be added to the gymnasium or fieldhouse, this must be considered in the planning.

Campus planners should not forget the maintenance building, which should have space for maintenance and custodial crews, for campus deliveries, for the garage, campus trucks and motor division, and for storage space. It should have easy access to delivery roads.

VI.

SOME ADDITIONAL PRINCIPLES FOR PLANNING JUNIOR COLLEGE FACILITIES

It may be helpful at this point to turn once again to general principles.

To plan and develop a new institution, or a new educational facility on an already established campus, is not to sit down with pencil poised and say, "Let's begin planning." There is much thinking and reading, and more reading. There is enthusiasm for a new architectural concept. There is much writing and much more talking. But finally, something takes shape—the first vague, shapeless outline of a new college campus or a new college building begins to emerge and to become real. Constructive, tangible planning is under way.

There are, we think, several guiding principles in planning that may help us in our thinking, that will open up new viewpoints for us to consider, or that may support us in our creative endeavors.

1. There is only one certainty in planning, and that certainty is *change*. Our only recourse is to plan in terms of flexibility to meet that change, rather than to predict exact needs at all times. Flexibility, however, is not an easy concept to understand, and much poor planning has been done in its name. Flexibility in planning is not the "universal" classroom, the sliding partition, the divided auditorium, the multi-purpose space, the pie-shaped building, or any other of a multitude of designs and devices calculated to house any and all programs, class sizes, or activities—although any one of these features may be one way of attaining a part of the flexibility we want. Flexibility is something much deeper, more philosophical, more intellectual than design, arrangement, or gadget. It has to do with program, teaching procedure, policies of scheduling, teaching aids and their uses, size of groups and classes, instructors' schedules, and functional hours on the campus. Out of a study of flexibility based upon these factors may very well come a need for new design, convertible space, folding partitions, and all the rest. Real flexibility must, however, start with a dynamic, progressive, forward-looking program and curriculum especially forged for today's youth, tomorrow's man or woman.
2. Planning must include definite provisions for expansion. No matter how large your buildings are now, no matter how completely you have planned your campus, they will all be inadequate by 1975.
3. All planners must be fully impressed with the fact that the junior college campus of tomorrow will be used full time, day and night, summer

and winter, stormy weather and sunshine, and that it will be used by all ages of people and all levels of sophistication. Sound planning must recognize these facts.

4. The planner must always be aware of the problem of staff, the numbers to be used and the availability of money sufficient to hire them. Planning must be done so that the facilities will make it easy to make full use of total staff so that the work may be satisfactorily and efficiently done.
5. The failure of the modern age to develop taste comes partly from aesthetic impoverishment in the classroom. The fundamental problem is to translate feeling, in terms of values, into physical objects and activities. Psychological values and physical surroundings must be brought into a state of compatibility.
6. The architectural design should be such as to say frankly, "This is a college." Too many colleges look like factories. They have plenty of light and air, there is some clever geometry of design, but they don't say, "This is a college, a seat of learning, a place of intellectual achievement."
7. Sensible facility planning can come only after serious and wise consideration has been given to scheduling classes, lectures, and laboratories all through the day, the afternoon as well as the morning. To schedule classes, lectures or laboratories on the theory that students are more alert in the morning, and that no satisfactory learning or work takes place after lunch or in mid-afternoon is following an unfounded and unsupported superstition. Such scheduling does not support economical facility planning.
8. Planning and developing the physical facilities should take into consideration new materials and new methods of construction.
9. In the place of the buildings on a campus, we urge that space not be squandered by providing sweeping campus vistas or expensive building set-backs so that passers-by on the street or highway will have a "pretty picture." The orientation of buildings and areas should be inward, toward campus life, not outward. We also hope that the campus plan will not emphasize scattering buildings too thinly about a large acreage with too much space between buildings. This is the "cattle pasture" approach to planning. There is a psychological factor of advantage found in buildings planned fairly close to each other—not huddled, but adjacent.
10. Academic buildings should be placed in accordance with the interrelationship of academic departments. This should be done on the basis of student and faculty schedules rather than on any philosophical or intellectual kinship of disciplines.
11. The type of space most frequently slighted in planning is the faculty office. If one includes administrative and business offices, faculty offices, clerical offices, and miscellaneous desk space, this area comprises one-fourth of the total space on a junior college campus.
12. To work toward a high degree of space utilization as an end in itself may be destructive to the entire program of a college. Complete and total utilization of space during the college day is impossible in a well-rounded program. While attempts should be made to increase efficiency and use, the quality and type of educational program, the purpose for which space exists in the first place, must be the primary consideration in determining use.

I hope that what I have presented has been provocative. I hope that it has also been helpful and interesting. We do not believe for one minute that we have planned a model junior college campus at Clearwater, or even a spectacular campus; but we do believe that we have provided wisely and well for an effective instructional program.

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GUIDELINES FOR SECURING AND ORGANIZING STAFF FOR A NEW JUNIOR COLLEGE

As you consider establishing a new junior college, it may not occur to you that one essential element is in short supply, or may not even be available. We have known for some years that we would face a shortage of qualified members of the teaching profession. There have been only half-hearted attempts to correct this situation, although it has been growing more serious each year. In a recent report of the Research Division of the National Education Association on teacher supply and demand in universities, colleges, and junior colleges, the following statement was made:

> This fact stands out: The total number of persons with high level skills and comprehensive preparation does not equal the present demand. Business, industry, and government enjoy a favorable position. Universities and colleges find themselves more embarrassed day by day. It seems all too easy for the exigencies of the moment to obstruct any consideration of the inexorable demands of tomorrow. And in this way the long-range role of higher education is providing for the needs of tomorrow is overlooked.[1]

This publication goes on to point out that there has been over the past ten years a decrease in the number of new college and university teachers holding the doctoral degree.

The increasing demand by the junior colleges for new faculties is reflected in some comparative statistics pointed out in this report. For example, in 1958–59, new teachers comprised 14.4 per cent of the total full-time staff. In 1960–61, new teachers comprised 14.7 per cent of the total full-time staff. However, in the 1962–63 school year, new teachers comprised 18.1 per cent of the total full-time staff. If sufficient opportunities are to be provided for youth in the future, we may find within a few years that almost one-fourth of the total faculty are new teachers. Over 70 per cent of these new people during the past few years were men. These teachers were needed in the following areas: social sciences, natural sciences, English, business, physical education, mathematics, various vocations, foreign languages, psychology, and music.

The report also indicates that the educational qualifications of junior college teachers have maintained during the past five or six years a rather constant percentage in relation to degrees. Less than 10 per cent hold doctor's degrees; approximately 50 per cent in addition hold master's degrees.

According to this report, junior college faculty members (provided that you do not count those who moved from junior college to junior college) were obtained: approximately one-third from high schools; 20 to 23 per cent from graduate schools; approximately 17 per cent from colleges and universities; and around 11 per cent from business occupations.

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[1] Maul, Ray C. *Teacher Supply and Demand in Universities, Colleges, and Junior Colleges,* 1961–62 and 1962–63. Washington: National Education Asosciation, Research Division. Washington, D.C. P. 9.

The report further reiterates that the available supply of competent teachers is far short of the needs in every branch of higher education, including the junior colleges. We will continue to have difficulty in obtaining qualified faculty members, even though junior colleges may increase their use of women and part-time teachers, and may work diligently to upgrade their faculty through in-service improvement.

I would like to spend a few minutes evolving with you a series of guidelines which presidents and boards may use in staff selection and organization. Perhaps the answers to four questions will help:

1. What are the qualifications we want for faculty members in the junior college?
2. What are the characteristics of our present faculties?
3. Where do we find individuals with these qualifications and characteristics?
4. What are the major problems related to staffing?

I.

QUALIFICATIONS

Most people would agree that we want competent, responsible, qualified faculty members. There have been a number of studies concerned with the essential qualifications of a faculty member. One of the quantitative measures commonly used at any level of education has been the degree which the individual holds. Custom, accreditation, and often state law have always given strong support to this requirement. Almost all research studies have indicated that the master's degree is considered to be a minimum requirement for teachers in the academic areas, and that the bachelor's degree, accompanied by practical experience in certain types of jobs, is usually considered to be the minimum educational qualification we expect of teachers in technical or vocationally oriented programs. There has been a good deal of discussion as to whether the doctoral degree is a desirable requisite for a junior college teacher. Since doctor's degrees are often research-oriented, some have contended that junior college teachers could do without this particular degree. I think the question is not so simple, that we can ignore the necessity and the need for teachers to obtain higher degrees in their specialties.

It should go without saying that a teacher must be thoroughly competent in the subject which he is assigned to teach, and for a junior college teacher, it is also essential that he understands how his discipline may relate to other disciplines. Since one of the major purposes of a junior college is to provide additional background in general education for the students, it is essential that the college teacher not only have knowledge but also the ability to help his students understand the totality of man's knowledge and to prevent him from becoming so interested in one small segment of human knowledge that he remains ignorant of other segments. The role of the junior college teacher in this regard is different in a matter of degree and emphasis from that of the university teacher.

Junior college faculty members must also be able to teach. The junior college has often been labeled as an institution which is dedicated to good teaching. This must be true if the junior colleges are to help many young people who would otherwise not have the opportunity to further their formal education beyond high school.

In final analysis, the knowledge and understanding of the junior college as an institution serving specific educational needs is an essential qualification for a junior college faculty member. If the faculty member does not accept the basic philosophy of junior colleges, he probably cannot be effective in his position. If he is attempting to make the junior college into a "little" university, he will not be an effective junior college faculty member.

A final word relative to qualifications of junior college teachers in their specific and particular role concerns the relationship of the junior college to its community. Since the junior college ostensibly serves a specific community, it needs to be constantly aware of its relationship to the community and its participation in community affairs. This implies that the junior college teacher must be an active, contributing member of the total community.

II.

THE PRESENT FACULTY

Because of the unique function of the junior college, there probably is a greater percentage of junior college teachers who have come from business and industry and directly from graduate schools than might be found in other colleges and universities. Junior college faculty, however, must come from many sources, and a unified faculty must be built from such varied elements.

Last year we conducted a study in Florida which pinpointed a number of facts about the faculty in that state. Whether these characteristics are those which you would consider in selecting a new junior college faculty may be a moot question. These characteristics appeared in 1,000 faculty members who answered a rather detailed questionnaire: 61 per cent are buying their own homes; 55 per cent have only one car; and 60 per cent report that they are less than a thousand dollars in debt.

Fifty per cent reported that they had had teaching experience in four-year colleges; almost 70 per cent indicated that they had had one or more years of elementary or secondary school experience. Many of these were duplicates. Twelve per cent hold doctor's degrees. An additional 77 per cent hold master's degrees. The sources of recruitment in Florida are very similar to those we found in the national study, approximately one-third coming from high school teaching; approximately one-fifth coming from college and university teaching; almost an additional third coming from graduate schools; and smaller numbers coming from business occupations and other related areas. The junior college faculty in Florida represents a group of people with high morale and with high purpose. They are satisfied with their chosen profession, and would repeat their present professional life if given the opportunity to change.

III.

ORGANIZING A FACULTY

Once we have selected a faculty, there will be an organization within which they will work. There undoubtedly are as many ways of organizing a faculty as there are people doing the organizing. The common collegiate organization of departmental structure, established according to disciplines, is one which all too often junior college faculties and administrators follow. It is again essential that the purposes and functions of the community junior college be carefully analyzed if we are to organize a faculty for effective teaching. Quite often departmental lines will have to be modified if any real progress in connection with the occupationally oriented programs is to be accomplished. It may be necessary to delimit some of the usual faculty functions in reference to curriculum approvals unless we can obtain faculty who view curricula in relation to broad and purposeful viewpoints.

IV.

PROBLEM AREAS

What are some of the problems we may expect in selecting and organizing a junior college faculty? In examining these problems, a list of *do's* and *don't's* could be developed. The first problem, of course, is connected with the supply of faculty members. Merely obtaining qualified faculty, at least qualified on paper, will undoubtedly be something of a job over one or more years. We may have difficulty in finding faculty who will understand and accept the junior college program. We must seek to develop faculty members who are eager to be of help to all youngsters, not only a limited few. We want faculty members who will continue to keep up with the growing, burgeoning areas of knowledge occurring in every discipline these days. We must search for faculty members who have an understanding of the nature of adolescents as well as the nature of adults whom they will teach.

The junior college must develop an evaluation of good instruction, possibly consisting of evidence that is not as objective (based, for example, in universities, on the number of articles published) as that colleges and universities traditionally use to determine faculty promotion. The administration must fight the tendency to take the easy way in meeting its recruitment problems, employing only local people, high school people, and Aunt Agatha's Aunt Harriet.

The college must face squarely such problems as may occur in connection with personnel policies: the employment of two members of the same family, moving people from within the ranks to administrative positions, and similar problems. The employment procedures which the college uses, such as who originates the recommendation for new staff members, who approves them, and the procedure used, are essential decisions in an organizational structure. The administration must consider the necessity for providing adequate secretarial and clerical staff so that each faculty member's particular competencies can be used to the greatest degree. In organizing the faculty itself, administrative policies must provide for and must delineate rather specifically the responsibilities to which we expect faculty members to devote their energies. A question which continually confronts junior college administrators is the extent to which faculty can be involved in administrative problems without becoming administrators.

Sound policies relating to teacher load, faculty clerical help, faculty responsibilities in sponsorship of student activity organizations, faculty tenure, faculty travel and attendance at meetings, retirement, insurance, conditions of employment, etc., evolve through study of the best institutional practices. Each faculty member should understand the lines of responsibility in the college. A faculty member should not go to the governing board unless the president requests that he make an appearance.

The internal organization of a faculty will depend in most instances upon the local situation and may well be decided to some extent by the competencies of the president and his immediate administrative staff. The extent to which a faculty may be organized into departments and divisions may be related directly to size as well as other factors. It does not make a great deal of sense to isolate individual faculty members into three-man semi-autonomous departments. The internal organization which is used should be clear; line and staff relationships should be understood by all. There should be an equitable policy regarding teaching load. This procedure should be followed as much as possible in determining the activities expected of faculty members.

Department heads, division heads, and deans should not nominate individuals who do not meet the stated requirements.

Employment forms should be carefully worded. The impression on an applicant determines in many instances whether he remains interested in the position.

V.

THE NEW FACULTY MEMBER

Once an applicant is employed, the college has the responsibility to make him feel that he is a part of an important organization. In a recent study, Siehr, Jamrich, and Hereford list the nine problems which new faculty consider important.

1. Lack of time for scholarly study.
2. Adapting instruction to individual differences.
3. Dealing with students who require special attention.
4. Adequate secretarial help.
5. Understanding college policies regarding teaching loads.
6. Challenging superior students.
7. Obtaining and using instructional materials.
8. Grading or marking students' work.
9. Understanding college policies to be followed in curriculum development or revision.

It appears that some of these problems could be alleviated by a better orientation and by better faculty in-service education. As a matter of fact, Douglas Montgomery found that those junior college faculty members who had completed a basic course, which aided them in understanding the junior college as an institution, were perceptibly more receptive to the function and purposes of the junior college than those who had not had such a course. It would appear that a more careful orientation program might also be of great value. New teachers often suggest that they should receive materials such as schedules, course outlines, texts, faculty handbooks, etc., as soon as they are appointed, not when they appear on the job. It has been suggested also that new teachers, contrary to the usual procedure, might be given lighter teaching loads during their first year of teaching, rather than the more commonly accepted heavy load.

VI.

CONCLUSION

I have discussed with some brevity the problems we face in securing and organizing a new faculty. In summary I would like to list the following guidelines which may be considered by boards and by presidents.

1. Procedures used in selecting a junior college faculty should assure that those persons selected will be able to implement the basic purposes of the junior college. If such a procedure is not followed, the junior college will not be able to do the job for which it has been created. This guideline has important implications for background, education, and experience qualifications.
2. The academic preparation of faculty members should include at least a master's degree for most academic areas; at least a bachelor's degree for the remainder of the instructional areas. Special experience in occupational areas should be considered a prime requisite for teachers who work in those areas, in addition to the degrees.
3. Faculty should be selected from a variety of sources to bring to the institution a balanced variety of experiences, approaches, and reactions.
4. The effective utilization of the time and abilities of each faculty member must be a matter of continuing study.
5. Faculty should know that promotions and salary increases depend upon evidence of success.
6. Faculty members should be expected continually to develop and improve through in-service education.
7. The junior college faculty should understand the students they will be teaching. They should have an understanding of student abilities, ranges of purpose, and ranges of previous levels of accomplishment.
8. The organization of the faculty should be dependent upon the accepted purposes of the college. There should not be small three-man departments which act in a semi-autonomous manner. Traditional college organization is not necessarily appropriate for a junior college.
9. Clear statements of policies relating to conditions of employment are essential.
10. A faculty policy handbook must be carefully worked out and made available to all faculty members when employed.
11. The selection of individuals should originate with the college itself, and be guided by policies established by the controlling board.

12. An orientation program, carefully developed in-service education, and consistently wise policies for working conditions should be used to encourage each new faculty member to make the junior college his professional home.
13. Faculty who are not happy in their work, who are apologetic, or who seek to make the junior college into another kind of institution should be encouraged to find other employment. No junior college can be strong unless its faculty understands and accepts the unique function of the institution.

If a board and its executive officer, the junior college president, give careful attention to these guidelines, the future of the junior college is assured.

CALVIN C. FLINT
President, Foothill College
Los Altos Hills, California

SECURING AND ORGANIZING A STAFF AT FOOTHILL COLLEGE

The key problem in developing a junior college is securing and organizing a staff. Finance, community relations, and facilities can mean nothing without a good staff. I will therefore confine my remarks to the steps taken to secure and organize an effective staff at Foothill College.

Securing and organizing a staff requires acceptance by the board of a good personnel policy. Before accepting a position at Foothill, I discussed with the board my views concerning good staffing, and had concurrence from the board that the points I outlined were the objectives they also desired:

1. All personnel would be directly responsible to the superintendent, who would make all recommendations to the board relative to employment, promotion, and retention of staff. I recognize that this procedure is quite obvious; but I also know that in a number of districts, the board acts directly in some personnel areas.
2. The entire staff should meet high professional standards. This is not an unusual situation, but it does commit the board to require the administration to seek people with qualifying degrees.
3. It would not be necessary, for political reasons, to hire faculty from the local area, although those who would otherwise qualify from the local area should be given strong consideration.
4. There would be a high salary schedule which would be comparable to the best junior college salary schedules in the State of California. More important, it would be possible to start people with experience at a high point on the salary schedule. Actually, Foothill may start its people as high as the eighth step on a 12-step schedule.
5. The board would approve the employment of an extensive administrative staff.

At this point let us discuss the implementation of these points at Foothill.

The administrative positions were filled immediately: dean of instruction, dean of students, business manager, director of community services, director of vocational education, director of library services, and registrar. It was in this last area that we made our greatest error. Our registrar was asked to act as an administrative assistant, to handle details that were rapidly accumulating. Consequently, when we opened in the fall, the registrar's functions were not well formulated, an inadequacy from which we are still suffering. If I were to do it again, I would have a registrar and a data processing programmer to process student records.

I realize that a large administrative staff at this stage of development may appear very costly. Yet, the fact is that a large staff is needed during the first year.

Of the administrators selected at Foothill, all but two had had junior college experience in California, and all were capable people, able to cope with the many problems involved in creating a junior college.

We organized ourselves as an administrative group in March and April, and had to have facilities for a regular day program by the following September. Almost immediately we tackled the following problems:

1. Securing facilities for a regular day and evening program.
2. Telling the community the purpose of the junior college.
3. Passing a bond issue.
4. Arranging for releases of those students for whom programs would not be offered at Foothill.
5. Developing a curriculum.
6. Hiring a staff.

We found that our primary problem was the selection of personnel during this rush period. It was easy to concentrate on facilities rather than on the interviewing of candidates, because we had to meet certain deadlines. Also, we did not have as many candidates in the beginning as we had hoped to have. And yet it was from this group that we had to select a faculty which would set the future climate for the college.

We established what we thought was an excellent salary schedule. We gave as much publicity as we could to our openings; but despite these attempts, the list from which we had to make our selection was quite small.

Generally, we did very well in selecting our first faculty group, but we still had to let ten of the first group go within the next two years. Today, with tenure granted almost from the date of employment, we would have seriously handicapped the college by making hasty staff appointments.

The most important recommendation I would make to those establishing a new college would be to wait one year before hiring a teaching staff and initiating classes. Such a policy would assure a better initial personnel employment procedure.

We found that the new staff was very enthusiastic and anxious to help Foothill become an institution of which they could be proud. We took advantage of this enthusiasm by asking a faculty committee to meet and discuss future staffing and personnel procedures. The committee, after long deliberation, came up with a number of points which have since been implemented.

1. The faculty committee was very anxious to have division chairmen for each of the major areas (nine in all). During the initial two years, division chairmen would, where possible, be selected by the administration from within the respective divisions. All members of a division wishing to apply would be permitted to do so. The division chairmen would teach approximately half-time in order to have time for such administrative duties as employing and evaluating staff.
2. The college would insist on and publicize a strict evaluation policy for all faculty members.
3. A strong favorable public image should be developed in order that an instructor would wish to join the staff at Foothill. Foothill College decided to do this in order to have a list of applicants from all over the United States from which to select faculty members.

4. There should be intensive recruitment. This year we made four administrative trips in the United States—one as far east as Boston and three to the Northwest—to interview candidates who had applied. Faculty members have been asked each year to suggest friends who have qualified as outstanding teachers. It was suggested that before we hired a person, we should discuss the candidate with people who have known him in order that written recommendations could be evaluated. Where possible, three administrators on the Foothill staff—division chairman concerned, dean of instruction, and president—would interview each applicant.
5. There would be a good salary schedule.
6. There would be individual faculty offices.
7. There would be secretarial and other help so that faculty members would be relieved of routine duties.
8. The teaching load would be light enough to permit the instructors to do the best job possible in the classroom.
9. Faculty members would have sufficient funds to attend professional conferences. (We have found that faculty members are very proud of this professional touch.)
10. A faculty house or lounge would be available. Foothill has a fine old house on the campus with a swimming pool for the use of the faculty.
11. Members of the staff would be promoted whenever possible to administrative positions.
12. An annual three-day meeting of the total staff, administration, and board held at the Asilomar Conference area to discuss topics planned by a faculty-administration committee would provide communication between the faculty and administration. Such communication would be furthered by the weekly meeting of the president's cabinet, which includes all administrators and the president and vice-president of the faculty association. The faculty is kept advised on all policies formulated at cabinet meetings. Faculty association representatives also attend all board meetings where policies are reviewed. The faculty also asked that it be involved in the appointing of all committees.

In conclusion, I would like to emphasize again that we are not trying to indicate that what we have done at Foothill is the best approach. We know we have made some errors which we would hope to avoid if we were starting over. But we are sure of one thing: the emphasis on staffing policies has paid strong dividends. We now have a list of several thousand applicants, and we are now able to screen from this list those individuals who will be outstanding faculty members.

Good staffing pays off in good education.

JOHN F. PRINCE
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GUIDELINES FOR DEVELOPING COMMUNITY RELATIONS IN A NEW JUNIOR COLLEGE

College education today is in the market place. Junior college board and faculty members are hucksters like people who sell soap or cigarets. We educators may rate our product higher than the goods of our huckstering competitors; in fact, we may be quite smug about the value of the product we are selling—education of the American youth. We are likely to approach a school financial problem, say a bond issue, with almost a condescending manner. After all, it is for the good of the people to house young Americans well while they are being trained for productive living. We may ask with all the fervor of noble crusaders, "What better way is there to spend money than on education?"

Unfortunately, there are those who will answer our rhetorical question. These people will say that a better way to spend dollars is for them to spend the dollars themselves rather than to let us spend them on colleges. We may cry out that to deny money for schools is undemocratic, un-American. We may moan in anguish over crowded campuses, extended days, glutted parking lots, and all the other miseries of too little space too late; but the hard fact is that we are in a competitive business.

Mr. Citizen is subject to a plethora of demands for his dollars. Junior college education is forced to compete for his attention in a world abounding with good causes and imperative needs which also seek his dollars. National defense, highway improvements—as well as education—all need his money. He is so persistently pressured by well-intentioned groups and people like us that he frankly gets sick of the whole affair of government.

Not long ago I was invited to address a service club. A friend said he was a member of the group and that he looked forward to hearing me—"unless," he said, "you talk the way most of our speakers do. They all present us with problems that demand solution." My friend went on to say that he tried to be a good citizen by recognizing his responsibilities. "But I have reached the end of my patience with all of these darn problems. Several months ago a speaker told us that all the cedar trees were doomed if certain preventative measures weren't adopted. Now every time I drive up to my cabin in the mountains I am dejected by the sight of all those poor cedar trees facing extinction because fellows like me didn't push the legislature hard enough to get an emergency appropriation for cedar care. No more problems for me! For heaven's sake don't tell me I have to solve a lot of junior college problems now."

My friend's impatience is understandable. Yet we in junior college education know we have an institution of rich value which has served society well and can grow in strength and usefulness, and can improve higher education in new and exciting ways. We, the laymen, and the professional educators must persuade my friend and other fine citizens like him through our skill in communication to work with us in expanding junior college opportunity. We have a real responsibilty in making clear to him the new role of the junior college today.

Let's consider this "changing" role of the junior college. The major change, of course, is moving from the comfortable and safe arms of the secondary school districts, where most junior colleges were born and nurtured, into independent institutions in their own districts. The junior college can be an institution in its own right with enabling laws giving it dignity and sound financial expectations, with bargaining power assured, enabling it to move cooperatively and equally with other institutions of higher education.

The changing role of the junior college also is emphasized by its becoming a strong educational force in America. This strength is largely due to the ever-increasing numbers of college-age youth and others—perhaps 50 per cent of first-time enrollees—who are enrolling in the junior college. It will continue to enroll more and more adults as well, enabling them to continue their education and retraining them for occupations in an accelerating, changing economy. It is becoming the technician's college, training people for technician roles which manpower studies indicate have the greatest employment potential in the coming years. Its changing role is ever being strengthened because its very flexibility allows it to grow with a changing country.

What I have just described is what we must sell to Mr. Citizen through the channels of public relations. We must convince him that the junior college is a solid, strictly disciplined institution offering the first two years of collegiate training on an equal basis with four-year colleges and universities; that it is a college flexible enough to meet new social and economic needs; and that it is versatile enough to evolve a flow of new educational programs for our rapidly changing citizenry.

Now, let's turn to our topic, "Guidelines for Developing Community Relations in a New Junior College." First, let me indicate that my fellow speaker, Dr. Hamilton, and I agreed to divide the topic, thus hoping to avoid duplication. My purpose is to discuss the relationships and approaches which will assist in getting a district established and funds available to buy a site and build a plant—in brief, to begin a college. Then Dr. Hamilton will take over the newly created college and discuss the new and continuing relationships with the district.

The procedures for setting up a new junior college district will vary from state to state; but let's assume that the idea for a new college is initiated by the people. One person, or several, or a group goes to work to get a junior college. They may turn to some educational agency to assist them, or they may create an organization themselves to work for a district. What guidelines could be set up to assist these interested citizens in getting started in their work?

Most new junior college districts now cover a large geographical area. They may encompass a large community area and be considered community colleges. Or a new district may include several communities with possible diversified economies, as well as including large suburban subdivision developments. Such a district will set up a regional college, the term indicating a greater scope of responsibility than the college serving the single community. But whatever the area to be served, let's consider some guidelines for establishing community or regional public relationships.

An excellent beginning, usually, is to set up a citizens' committee with definite aims, or to plan a program to inform the citizens of the need for a junior college. Such a committee can be activated in several ways.

Assuming there is no law pertinent to the question, some agency that has legal or quasi-legal status and that enjoys the confidence of the people should organize the citizens' committee. For example, the board of supervisors or city council or joint city councils might invite citizens from various sections of the proposed district to serve on a junior college committee. Or the chamber of commerce of one community might set up a junior college committee and invite chambers in other communities to do the same, with all of them meeting jointly.

I am familiar with one case where the supervisors asked the mayor of each community in the proposed district, the chamber of commerce in each, and the school superintendent in each high school district in the area to recommend names of citizens to serve on a commttee. This trinity of choices, inspired by somewhat different motives, gave a spread that assured a fair representation of citizens. The group contained outstanding business and industrial leaders such as a chamber of commerce would hold in esteem, citizens of general reputation and stature in the community, and also citizens with successful backgrounds on school boards, P.T.A.'s, and the like.

After such a committee is selected, an organizational meeting should be held and leaders chosen. Then the committee should acquire professional and experienced lay board members from junior college districts or agencies to meet with them.

When a citizens' committee is large it perhaps is better to break it into subcommittees, each with carefully defined responsibilities. Let's assume that the citizens are being asked to vote to organize a junior college district or to vote bonds for acquiring land and erecting buildings. The role of the citizens' committee is to inform the citizens about the reason for the election. These following subcommittees would attend to the important aspects of such an election:

1. Public relations subcommittee—to tell the story.
2. Technical education committee—to assess particularly the need for technical training in the area and how a junior college could assist.
3. Business education committee—also for assessment purposes.
4. Financial review committee—to consider fiscal needs and resources in establishing the college program.
5. Building plans committee—to arrive at a preliminary estimate of space needs.

A steering committee can coordinate the activities of these subcommittees, serving as a resource agency responsible for getting information and eventually compiling the findings and recommendations for the public relations subcommittee to tell the story to the citizens.

My next guidelines are based upon the assumption that the citizens at large don't have the enthusiasm for a project that those working on it have and that many do not listen to or read information that is released through our news media. Most of us, in fact, skip hurriedly over numerous informative articles because we don't have interest at the time in the subjects. We can expect this lack of attention in a school public relations program.

Consequently, two guidelines for a citizens' committee would be to prepare a simple and an uncomplicated educational story and, secondly, to repeat it even at the risk of boring the citizenry. When the story is quickly understood and the citizens hear it several times, success will follow and the opponents will be unable to say "how confusing," or "why weren't we told?"

What goes into the simple story, of course, is tremendously important. A committee might begin by asking questions such as "What would I want to hear about this education proposal?" It is likely that the citizens would like to hear what the junior college educational program will mean to them and to members of their families. It is likely that they will want to know whether it has economic value for their city or their county. They would also, for example, like to know what it will cost in taxes.

The answers to these questions probably should stress primarily the educational opportunity available to all the family at a reasonable cost with employment opportunity or professional opportunity enhanced for members of the family. I suspect that "educational program" with its benefits to all will organize more districts and win more bond votes than complex financing plans and earnest assurances that the educational proposal "really won't cost you taxpayers much!"

I once knew an administrator who referred to school costs as "deficit spending." Such a classification undoubtedly resulted from his obsession with school expenses. What horrible connotations the term carried! In fact, the term was bad enough to arouse political extremist groups to action. If this administrator had talked "educational program" rather than "deficit spending," he could have sold *program* far more easily than *costs.*

I recognize the danger in oversimplifying the story of an educational program. Omissions can be harmful and misleading. But I do think the advantages of the simple, direct story outweigh the disadvantages. I might add that simplifications have been gaining results.

Another obvious guideline is to carry the information to the people who are most affected by education. The first group, of course, would be the parents. The second group should be the high school juniors and seniors who are thinking of college. It is good strategy to have teachers, possibly counselors, as members of the citizens' committee, because they influence students who, in turn, influence parents. And teachers also often have good political organizations which can be of real assistance in getting out the vote.

The public relations committee, in particular, should pick up support from business and industrial leaders who will look upon sound technical-vocational programs as a reservoir of trained personnel for their activities. The literature is full of testimonials from such community leaders as to the value of junior colleges to them.

Retirement centers must receive serious consideration. These retirement centers can bring many blessings to the community—experience, money, and a wholesome manner of living. We have several senior citizen developments in the Phoenix metropolitan area, at least one of them—"Sun City"—being well known because of its extensive advertising.

These people can become acutely sensitive to projects entailing tax expenditures. Their reasons, I am sure, are exemplary. I would merely indicate that public relations committees should carefully study the approach to this group. We try to involve their thinking in adult classes taught in their communities by mature teachers who seek to enrich their lives.

The citizens' committee should seek endorsements from people respected in the district. Men of high position are newsworthy, and their comments will be repeated often on the front page. Advertisements paid for and carrying the names of many people may have value. I would utter one caution, however, about relying upon endorsements. I recently observed a bond campaign which was most heartily endorsed by numerous leaders, all men of distinction. Almost every newspaper edition during the week before the election carried stories and pictures of bank presidents, factory managers, professional men, and the like—all testifying to their strong support of the proposed bonds. Such a tide of confidence developed that many people stayed home, confident that the bond program would win overwhelmingly. During the week following defeat of the bond issue, many people explained, "I feel terrible about the bond defeat. I thought it was a cinch to win." Votes are required to win elections, not only front page stories.

The committee should publish a bright, easy to read, personalized brochure which informs the reader that the junior college is good for him and his family. Then get it circulated through clubs or organizations.

Possibly, the most important guideline is timing. The best public relations program fails if the timing is wrong. The most pressing educational needs will not impress Mr. Citizen if he has just paid his income or property tax. The best educational proposals will be defeated if the idea of taxes is caught up in a political battle over taxation in general.

A sincere, truthful program, simple and frequently told by the right people at the right time is the essence of guidelines for educational progress in junior colleges.

MARSHALL W. HAMILTON
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DEVELOPING COMMUNITY RELATIONS AT NORTH FLORIDA JUNIOR COLLEGE

Dr. Prince discussed establishing community relationships during the organizational period of a junior college. I shall discuss the problem of establishing and maintaining community relations after the college has been established. My report is based on the development of North Florida Junior College during a five-year period.

Good community relations for any college are the result of attention and effort. They require the cooperation of the instructional and noninstructional staff.

Developing public understanding of the functions and activities of a junior college should be a constant objective of the administrative staff and the entire faculty. Upon it depends, in large measure, the amount of support, cooperation, and assistance which will be given the school and, ultimately, the amount of benefit derived by the students.

When I accepted the presidency of the newly approved junior college which was to serve the Suwannee River basin area of North Florida, I was fully aware of the need for establishing a desirable image of the college in the supporting communities. In planning for this I took a lesson from an experience gained while I was serving as the principal of a high school a number of years ago.

I had been concerned about the messy appearance of the school. The building did not appear sufficiently clean, and after the close of school each day the condition of the facility was considerably less than desirable. Being an administrator, I organized and reorganized the custodial staff according to the best recommended procedures, but without the kind of improvement in the condition of the school that I thought desirable.

I decided that I could not hire enough custodians nor organize them to do the kind of job I wanted done. It was only when I convinced the total faculty, and they in turn the student body, that "everyone is a housekeeper" that we developed the kind of atmosphere we were seeking.

So it is with a community relations program. Not until all the faculty and staff become a part of the team will the relationships of the college with the community be what they should. An administrator cannot hire enough professional public relations people nor organize them well enough to do the job without the help of his staff.

To be sure, a competent public relations man can do a very important job providing the various news media with valuable material; but there is much more to a community relations program than that. It is unfortunate that sometimes administrators will hire a public relations man and then apply the "Greyhound Bus philosophy" by leaving to him all the driving.

When the North Florida Junior College was established in 1958, our faculty, studying the problems facing us, concluded that the community had little knowledge of the function of the college. True, the area, or at least most of it, supported the establishment of this new institution of higher learning. But much of this enthusiasm represented community pride and a recognition of possibilities for real estate promotion. The people of the community had worked long and hard to secure the school, but this did not mean, necessarily, that the new college was reputable enough for their sons and daughters to attend.

Uncertainties like this are a part of the problem involved in establishing a junior college.

During the organizational period, a considerable competition develops among the communities comprising the college district for the location of the school. When the site is determined there is likely to be considerable disappointment on the part of the citizens in some of the communities. This can result in bitter and antagonistic attitudes toward the college.

A good community relations program should move quickly to heal such wounds.

My own college had this problem. The North Florida Junior College was enthusiastically supported by five rural counties in North-Central Florida during the study which led to the approval of our district for the location of a new college. The area had no large cities; it was sparsely populated; yet it represented the largest geographical area of any junior college district in Florida. Since this is one of the economically unfavored sections of Florida, a junior college could represent the greatest financial "shot in the arm" these communities had ever experienced.

A number of the cities within the district actively sought the college and when the site was selected, one disappointed county withdrew from the district. There was a considerable amount of bitterness among this county's business, civic, and political leaders, accompanied by caustic headlines in local newspapers.

However, as the president, I personally had one advantage. The site had been selected *before* my appointment as president—a procedure I recommend with considerable enthusiasm. No one could blame *me* for the site recommendation. This permitted me easier audience within the offended community. I was not one of the villains! I did not ignore the bitterness apparent in the community; but I frankly encouraged the people to talk. Then, I quietly suggested something like this: "It is unfortunate that each community could not be the site of the college but since the decision has already been made—let us turn our attention to making it the best kind of institution possible for your sons and daughters." I emphasized again and again that the staff was interested in developing the best college in Florida and we needed the community's support to do it.

We received that support. Consistently, larger numbers of students have enrolled each year from the county, even though extra fees have been charged. The Kiwanis Club in the county seat, whose membership represented the core of the bitterness, awarded us this past year a $3,000 grant so the college would make the local contributions necessary to participate in the National Defense Student Loan program.

As we made preparations to register students, the staff was keenly aware that the college had no history, no reputation, and no enthusiastic alumni supporters. The college was beginning on the ground floor, and the staff would have to build the kind of reputation that would warrant the support of the people in the participating area. We all realized, I think, that the college could not be *given* status; it had to *earn* a place in the community.

I, as the chief administrator, had a responsibility to include the staff in building the kind of reputation and the kind of respect which the college would need to have to serve effectively, and, indeed, to survive.

Before the college opened its doors, we discovered a need for establishing a definite community relations program. In developing such a plan, it was apparent that we needed to consider two approaches:

1. Publicizing the story of the college through a public relations professional.
2. Building an image of the college by the efforts of the entire faculty and staff.

I.

TELLING THE STORY

I could not afford the luxury of a full-time public relations man. It was necessary for me to assign someone on the staff to this responsibility on a part-time basis. In selecting a part-time person for this job, I did not limit myself to the choice of a member of the English staff, as is so frequently done. The only faculty member with any prior experience was an instructor of business.

Here was my man. He made a good impression on those with whom he came in contact; he could write effectively; he had an understanding of the kind of information that the various news media would use; and he knew the procedures for disseminating such information.

Since this was a part-time job, I wanted to get the most out of the portion of his time I allotted to him. A secretarial staff was therefore made available to do much of the routine work.

The faculty was requested to channel all news releases through this man in order to avoid duplication, errors in information, and difficulties with news media. Someone needs to be responsible for determining what information should be disseminated and which should be classified as *news,* and what information should be in the form of *paid advertisement.* Without a single person being responsible for these decisions, it is impossible effectively to utilize valuable news channel.

In spite of a specific policy requesting that all dealings with news media be channeled through the public relations person, one of our staff sent some paid advertisements of a play directly to the local newspaper. Almost at the same time the public relations man distributed a news story about the coming play to all news media. The local radio station gave us free distribution but became quite upset when it was learned that we purchased advertising from the newspaper. It took a personal trip by me to the radio station and an invitation to lunch to the manager and his wife to smooth out ruffled feathers. Of course, the feathers will stay unruffled only so long as the incident is not repeated. Our policy is now stated in the faculty handbook where it should have been all along.

I should like to emphasize the point that all of us have a responsibility to use paid advertisements when it is appropriate. Newspapers and radio and television stations are in business to make a profit and, while they are usually happy to cooperate with a school, we should not abuse our privileges. Using the paid services of these news media, when appropriate, results in good public relations.

The local newspaper has been generous in giving our college space and attention. We therefore try to use the job printing department of the newspaper office when we have printing needs. In contrast, the administrator of one institution I know complains bitterly that his local newspaper does not carry school news releases; yet he invariably gives his printing business to a job printer who is in competition with the local newspaper.

The more intimately a public relations man knows the people with whom he must deal, the better job he can do. We made it possible for our part-time person to visit the various news personnel in the area. Working relations improved immediately.

We have been careful to hold an appreciation dinner each year to say "thank you" to those representing the various community agencies, including news media, which have made significant contributions to the college.

II.

BUILDING THE IMAGE

A much more complex part of a community relations program is the second phase: building an image of the college through an indirect approach. This phase is more complex because it involves so many more people. Staff members are interested primarily in their academic responsibilities, their administrative roles, or auxiliary services. Some of them are not even aware that they are contributing to a community relations program, or have a vital part in its shaping. The president needs to initiate some in-service training on the subject.

This problem faced me when the total faculty of North Florida Junior College met for the first time in August, 1958. We had three weeks before the registration of students, and I remember well the enthusiasm that was evident within the comparatively small group which gathered around the work tables.

I suppose it was good luck or good planning (I prefer to think it was the latter) that compelled me to include community relations on the agenda for discussion during the second day of general faculty meetings. I reminded the staff that at the moment we had no *earned* good will; we had no history to reflect our accomplishments; we had no prestige. True, we enjoyed the excellent reputation built by the junior college system in Florida; but we had to earn our own reputation. As the discussion developed, it became apparent that our reputation would depend on the quality of our service. But in what ways should we serve?

Our discussions on community relations had led us back to basic philosophy. Prior to the time the total faculty reported, a skeleton staff had carried the burden of crystalizing a philosophy, stating our objectives, developing a curriculum, preparing a catalogue, and so on. Now the full faculty wanted to re-examine the work of the earlier group. Out of this has come a more realistic statement of our philosophy and objectives and a better program of instruction.

I believe that one of the real values which developed from total faculty participation in considering the importance of good community relations was the staff discovering *their* importance in this matter as well as in other matters affecting the college. Consequently our faculty sessions and committee meetings have become more spirited. Views have been expressed emphatically. A good faculty has developed into a great faculty.

In our discussion of community relations during those first weeks, the point was stressed that the homes of the faculty were spread throughout the community, giving them varied contacts, not as college faculty, but as neighbors. The staff would shop at stores, would use the services of professional people, would become members of religious denominations, and would join a variety of service, social, and civic organizations. They would, in short, become an integral part of the structure and life of the community. Because of their training, experience, and interest they were in an ideal position to interpret the work of the college to the community. Further—and this is very important—they needed to create in the community the best possible feeling toward the college.

It is a comforting feeling for an administrator to have his faculty arrive at these kinds of understandings during a faculty discussion. This will usually take place if the faculty is given the opportunity to discuss such issues.

After a discussion like this has established guidelines for maintaining good relations within the community, appropriate statements regarding these guidelines should be placed in the faculty handbook. The president may wish to refer these statements to the faculty from time to time.

A very important point that appeared during an early faculty meeting was that the effective acceptance of the college would hinge on the kind of instruction found in the classrooms. What would be said by the students around the breakfast tables or in the soda shops and drug stores of the community would have much to do with the kind of image that would be built about the college in the minds of the people it would serve. Fundamentally the students' image of the college would be reflected throughout the community, good or bad, and the instructional program of the college would play a large part in the students' impressions.

This point pushed us into some very solid thinking about our program of instruction; and I wish I had time to describe some of the suggestions which were made and which were later implemented.

One faculty member made what I thought was a significant point and one which had an impact on the future activities of the college. He reminded us that schools and colleges are continuously calling upon the public for support of school programs and functions. Merchants are urged to advertise in school newspapers, yearbooks, play programs, athletic publications, and the like. The public is asked to buy tickets to this or that function. Drives are made for building funds, scholarships, or a dozen other projects.

In most cases the public responds favorably and the required backing is forthcoming. But, the faculty member insisted, the college, in turn, must be concerned with what it can do for the community over and above the usual instructional program. The facilities and the vast talents of the faculty can make many "plus" contributions to the community that sustains the college.

This observation made the entire faculty aware of a new responsibility to serve the community.

One opportunity developed almost before our first classes began. The administrator of one of our hospitals came by my office to seek help in the training of licensed practical nurses. He stated there was a dire shortage of all kinds of nurses throughout the area, and while he realized that none of the hospitals was large enough to provide laboratory experiences for training registered nurses, he thought maybe a practical nursing program—a one-year vocational program—could be supported.

While the need for such a program had existed for some time, no single county within the participating area of the college could provide sufficient numbers of students for a continuing program, and no single hospital in any of the counties was of sufficient size to provide adequate hospital experience. The college was a natural—we served across county lines and we could draw students from an entire area. Also, we could use hospitals in more than one county to provide varied practical experience. Since this plan (using multiple small hospitals for providing laboratory experiences) had never been used, the State Board for Nursing in collaboration with our people worked out a satisfactory plan and the program was initiated.

Another project developed when our director of guidance services learned that no single high school in our area had an organized guidance program. Interest was there, apparently, but help was needed in aiding these schools to establish programs of guidance and, once established, strengthen and expand them.

With the help of a National Defense Education Act project, and with the cooperation of the five counties, an Area Guidance Center was established with headquarters on our campus. The college employed a staff member with a doctorate in guidance who began work with gusto. Within a year all high schools had the beginnings of a guidance program, and within two years all schools had some released time for guidance personnel, varying from one period to full time. An IBM test-scoring machine was rented, and the director of the Center worked with the instructional supervisors in each of the counties in establishing county-wide testing programs that would fit their needs. Currently, work is being completed on an area-wide testing program.

A third project which developed from our desire to serve the community resulted in the creating of a film library for all public schools in the area. Three NDEA projects in separate years provided us about $30,000.00 in federal funds for the purchase of films. In addition, each of the counties agreed to contribute fifteen cents per pupil per year in average daily attendance. Ten cents of this sum was set aside for film purchases, and five cents was designated for administrative services, supplies, and equipment.

The Center is managed by six directors, one from each of the counties, appointed by school superintendents, plus one from the college, appointed by the president. The Center is administered by the director of library services for the college, based on the policies approved by the board of directors. All schools in the participating counties can use any of the films without additional costs. I feel this is an example of the college-community planning and management. And it is an example of a way to build good community relationships.

The Small Business Institute and the Artists Series Association also contributed to the community during our early history. In the first instance, a request was made by one of the local businessmen for help for the small merchants in our area. He insisted that many business owners were having problems with which they needed help. He indicated that the business journals were concerned chiefly with large rather than small business and so far as he knew there was no agency—other than the college—that could provide the needed help.

Those were, indeed, beautiful words—"no agency other than the college that could provide the help." It indicated the community was looking to the college for leadership. With the support of the Merchant's Association, the Rotary Club, the Lion's Club, the Junior Chamber of Commerce, the bank, the newspaper, the radio station, and others, the Small Business Institute became a reality and served for two years.

The Artists Series Association was an attempt to make artists, secured for the benefit of the students at the college, available to the people of the community. The community is not large enough to finance a series by itself, but with the underwriting by the college, we initiated an excellent series during our first year and have improved it every year.

All of these projects came about because of a recognition on the part of the college that we had a responsibility to the community.

Earlier in this report I mentioned that the noninstructional staff has an important place in community relationships. Failure to make use of the contributions of such personnel is a mistake. Clerical, custodial, maintenance, and special service personnel are essential to the success of the teaching process and are more important than most of us are ready to admit. All these people furnish contacts that cannot be neglected. When employing noninstructional personnel, we have stressed the importance of their contributions in shaping the attitudes of the public toward the college. We look for people who have a helpful and friendly manner; and we are careful to employ only those who have a good record for getting along well with the public and with their co-workers. Secretaries who will meet and greet the public and the students, either by telephone or in person, are advised that these initial contacts create either favorable or unfavorable impressions that are difficult to change. Our secretaries have been urged to greet callers as if there was nothing else for the staff to do that day but serve the callers.

Custodians, maintenance staff, cafeteria personnel, student center personnel, and other employees are reminded frequently that they are important in maintaining favorable community relations. It has been my observation that such auxiliary staff members appreciate being recognized. They are important in helping provide a good college image. It is also clear that they will cooperate when they are given recognition.

As a final thought, I should like to stress the point that no school can expect to be successful as a teaching center or long maintain community confidence if it is torn by internal dissension. Low morale among college personnel will quickly spread to the students and to the people in the community.

Instructors need to exercise extreme care in their relationships with their professional colleagues. They should attempt at all times to maintain an attitude of friendliness and helpfulness, and should refuse to become an accessory to the spreading of gossip or confidential information regarding students.

"Cat fights" among members of the faculty will all too often be talked about in the community and will result in "sides" being taken on behalf of the contestants. Frequently students will join in the line-up and harm will result to staff personnel, to students, and to the college.

The best time to prevent such dissension is during the selection period. In selecting teaching staff or auxiliary personnel I hit hard on the kind of human relations record the prospect has built. Requests for written recommendations place considerable emphasis on this point, and at least two telephone inquiries are made for confirmations. I have found that oral reports are sometimes far different from written ones.

Once an employee is hired, the administration has a responsibility to help him in any way possible. If he has serious problems and does not improve, however, he should be replaced.

This presentation has been a report of how one college—the North Florida Junior College—has worked during its early history toward building good relationships with the community which sustains it. Two major points have been stressed:

1. An active interest and a planned program must be established if a desired image of the college is to be developed and maintained.
2. The participation of the total faculty and staff is the best guarantee of a successful community relations program.

It also has been emphasized that a community relations program is much more than providing news releases, and it has been suggested that the president must assume the responsibility for initiating a program which will involve all the personnel of the college.

CLIFFORD G. ERICKSON
Executive Dean
Chicago City Junior College
Chicago, Illinois

GUIDELINES FOR CURRICULUM DEVELOPMENT IN A NEW JUNIOR COLLEGE

In curriculum development, more than in any other phase of our analysis of junior college establishment, we find the obligation for creativity that will affect the character of the institution and its program of service. Curriculum development may involve the hardest work, the most people, the deepest penetration of the community. But it affords the greatest promise of fulfillment of institutional destiny. It is work that is never finished because the changing community and world will reveal ever-new opportunities for service if we have the eyes to see and the will to act.

We will take a broad view of the term curriculum and consider this to mean the total educational program of the college. Our interest will be in long-range and short-term goals.

The guidelines which follow are stated in essentially a chronological order of application. Examples from Chicago will be used for the sake of illustration.

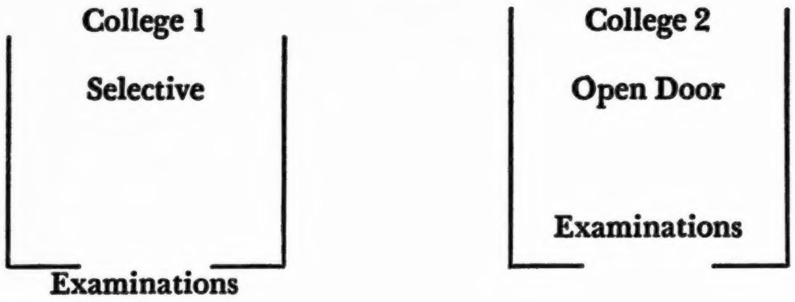
Guideline 1: Project a statement of basic philosophy and objectives into short- and long-range plans.

A. *Will ours be an "open door" college?* If it is, we have an obligation to provide educational experiences for all youth and adults who come to our door. We may be open morning through evening and on Saturdays. We may admit adults without high school diplomas as special students or by examination. We will organize a counseling and testing program to fit students into our program, to evaluate the curriculum and find clues for its continuing development.

B. *Will we maintain traditional college standards of achievement?* There need be no conflict between the "open door" policy and the maintenance of normal collegiate educational standards. In the open door college we must provide experiences which prepare students to succeed in the standard college courses we offer. We may offer remedial courses in English, mathematics, reading, speech, and other fields if they are needed. We may offer courses in English as a second language for foreign-born students. We may offer up to a year of precollege instruction, as is done in Chicago, for high school graduates who have backgrounds of cultural or educational privation.

A comparison of the admission procedure in an open door college with that in a selective four-year college is shown in Figure I.

Figure I.



In College 1 (a selective institution) entrance examinations bar the door to admission. Students may enter only after the successful completion of the examinations. In College 2 (an open door college) no examinations are required for admission. After a student has been admitted, however, he will take examinations—the results of which will be used in guiding him to appropriate courses and curricula.

C. *Will our college be a force for conserving and developing human and institutional resources in the community?* If so, we must provide individual courses and one- and two-year curricula which lead to employment in the community and which provide for the upgrading and retraining of individuals and groups in the local work force. We must also provide opportunities for the preprofessional education of local young people who will return to the business, professional, and corporate life of the community after they have completed their advanced work at four-year colleges and universities. A placement service will afford part-time work experiences to strengthen personal ties with the local community. Work-study and cooperative programs will enrich classroom experiences and facilitate the absorption of young people into the local talent pool.

D. *Will our college be a cultural center for the community?* If it is, our curriculum planning should include series of lectures, exhibits, and performances. We will foster a climate of creativity in music, drama, writing, and art for student and community participation. Liaison with public libraries and organized lay and professional cultural groups will be maintained. These community resources will be utilized as an integral part of the college curriculum.

E. *Will the educational program be oriented toward self-directed learning?* Then the library will be a learning center embracing all media of learning and will have a central place in the facilities plan. Broadcast radio and television will open new opportunities for service. Chicago's TV College serves 3,000 or more credit students, thousands of noncredit students, and hundreds of thousands of other viewers every term, thereby extending the walls of the institution to a radius of 90 miles.

F. *Will the human and physical resources of the college be made available to the whole community and its institutions?* Maximum use of resources may suggest a year-round calendar such as the trimester calendar now in use in the Chicago and St. Louis junior colleges. High school programs for gifted students can be enriched by college courses for advanced placement. Faculty members may serve as consultants to community institutions. A group of staff members with special talents in evaluation, law enforcement, curriculum development, human relations, and educational administration are helping to improve the educational program of the Police Academy in Chicago. This exchange is proving helpful to both faculties.

G. *Will our college foster the social and emotional development of young people?* Then we must plan for student government and extracurricular experiences to achieve these ends. Personal counseling will be included in the student personnel program. Referral channels will be established with community centers for psychiatric diagnosis and therapy.

H. *Will the administrative organization include the fostering of faculty growth and commitment to the institution and participation in curriculum development?* The quality of experiences provided students will be profoundly improved by involving faculty members in curriculum development, particularly in the new college before a body of mutual experience has been acquired. A flow of intercommunication is essential. Orientation seminars for new faculty and in-service workshops are helpful. A divisional or departmental organization affords focuses for discussion of educational problems, guidance in preparation of syllabuses, and coordination of instruction. Funds should be allocated for travel to and participation in professional meetings, curriculum conferences, and visits to other colleges. Teachers should be given support by the library and audio-visual learning materials center in order that their classroom teaching will reach its highest potential.

Our first guideline has been discussed at some length because of the prime importance of definition of institutional philosophy and goals in developing a curriculum.

Guideline 2: Use research in revealing the educational needs of individuals and institutions in the community.

Census surveys will show some characteristics of the college's constituency. Other useful data include reports on high school curricula and enrollments in each, post-high school plans of seniors, and position vacancies in the community. Conferences with high school counselors, employment managers, chambers of commerce, and carefully chosen advisory committees can afford material which is useful in initial curriculum planning. These conferences also establish valuable bridges of communication with key people in the community.

Guideline 3: Develop objectives and course sequences for a general education core for all curricula.

This core may be dictated in part by state law. It should build upon the core of general educational experiences in the high school, striving for minimum duplication of high school learning and an upward extension of knowledge, skills, and attitudes for personal effectiveness and good citizenship. The Chicago City Junior College has for several decades required core courses in the fields of English, social science, physical science, biological science, and humanities, totaling as much as one-half of some curricula. Core courses should be common to all curricula. Students enrolled in various curricula have a unique opportunity studying together in core subjects. Student programming is facilitated and the core departmental faculties can prepare outstanding courses using the team teaching approach.

Guideline 4: Develop and introduce transfer and preprofessional curricula rapidly.

These curricula have common acceptance and understanding. Since other colleges offer a number of established models, many ideas may be borrowed. The "cut and paste" method of imitation may, however, do violence to the defined purposes of the institution and to the articulation of the junior college with key colleges to which the student will transfer.

Proliferation of courses is a characteristic desire of college teachers and departmental faculties. Courage, tact, and firm leadership are needed to keep courses basic in content, and sequences few in number.

Guideline 5: Develop two-year technical and vocational curricula more deliberately.

These programs may, from a local standpoint, be pioneering in nature in that they may be unfamiliar to teachers, to students, to community, and to prospective employers of graduates. Time is needed to meet with community groups, to discuss and refine prepared staff memorandums outlining suggested curricula and courses, and to make the programs known and attractive to potential students. Many two-year curricula can qualify for state and federal reimbursements, if conditions of faculty status and instruction are met.

Responsibility for educational leadership should be retained firmly by the college. Community interest groups may make claims regarding needs and opportunities which are not borne out in actual experience. The college should reserve to itself decisions on course content and standards of instruction though it seeks advice freely from others.

The prestige of two-year vocational programs must be developed by the best in community relations programs. Some colleges publish viewbooks and curriculum leaflets designed with a bit of "hard sell" in them. The help of public relations consultants in the community can be useful.

Guideline 6: Make the community and its institutions a learning laboratory.

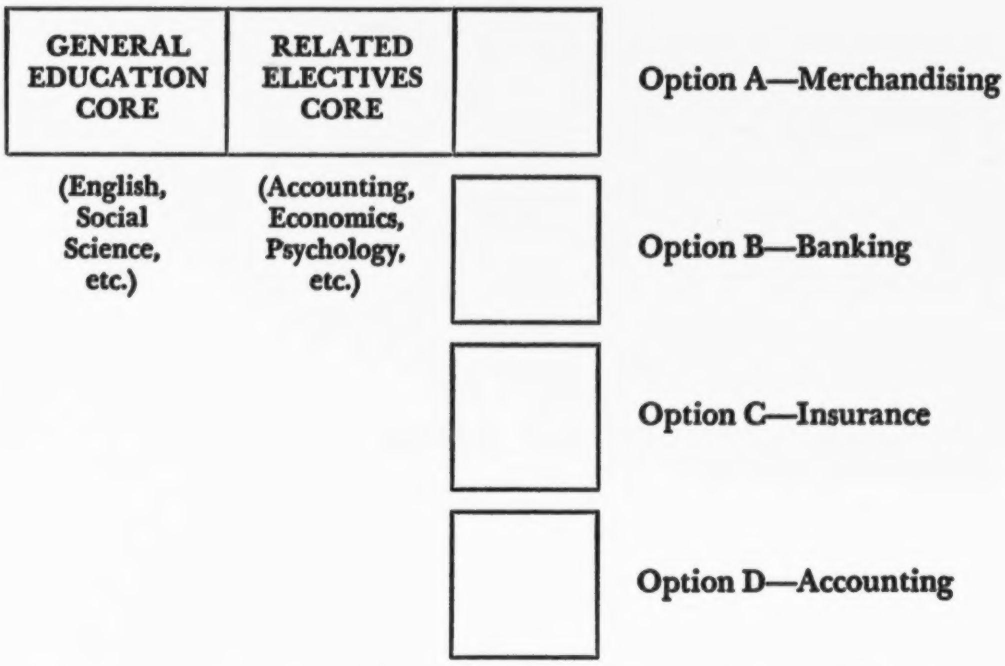
We have sometimes adopted for other fields the model of the science laboratory seeking to provide within the walls of the college a real life situation for the student. Most recently we have moved the computer, the hotel lobby, and the retail store into our colleges. Our laboratory situation can become obsolete as the world rushes on. Why not move our students into the real life laboratory in the banks, computer centers, law offices, and instrumentation laboratories of our communities? Industry receives from the college a young person representing an educational investment of many thousands of dollars. If industry will invest time and effort in enhancing the junior college experiences of the student, it will receive a better educated prospect for middle management at graduation. Professor Clark of Columbia

University estimates that American industry spends the same number of dollars on company-planned and company-operated formal educational programs as is spent on all formal higher education in America. Can we encourage industry to invest in the junior college student by providing time and supervision of student interns in its shops and offices?

Guideline 7: Develop families of two-year curricula around a common core of related electives.

Efficiency in curriculum building, staffing, and student programming can be achieved by developing families of related electives. From this base options can be easily developed leading to employment. Relatively small numbers of specialized courses will be needed in each option as shown in Figure II, which gives schematically a family of curricula in the field of business.

FIGURE II.



The common cores bring larger numbers of students together for common studies. Option courses in the various fields can be taught in part by outstanding qualified practitioners from the offices, laboratories, and stores of the community who teach as part-time lecturers under the supervision of a permanent staff coordinator. These lecturers can be key persons in a work-study program which affords field experience for college students.

Guideline 8: Allow adult education service to be included in formal curricula supplemented by special programs as needed.

Adults will find the formal courses and curricula of great interest and will enroll as part-time students in numbers equalling or surpassing day enrollments. The community may have need of special institutes and noncredit courses. We should be alert to needs and meet them. Coordination with high school adult programs will avoid friction. Extension centers in elementary schools and other public places will extend campus facilities for evening classes for adults.

Guideline 9: Establish recognition awards to encourage scholarship and achievement.

The Associate in Arts degree has acquired status by providing a recognition of a completed program of work in a junior college. Certificates of completion and diplomas can be used to recognize achievement at other levels. Dean's lists, award convocations, and honor societies like Phi Theta Kappa, national junior college honor society, can do much to foster a climate of excellence in scholarship.

Guideline 10: If a multibranch college is contemplated, consider the assignment of areas of specialization in two-year vocational curricula.

In a multibranch college in a large urban complex it may be wise to offer transfer curricula in all branches. Each branch can, however, be allowed to develop two-year vocational curricula to serve the special needs of its neighborhood. Southeast Junior College in Chicago is only a few miles from the Midwest's large steel center in Chicago-Gary. Inland Steel now has 250 workers in the field of instrumentation where it had five only ten years ago. Southeast has begun offering an automation and control curriculum to meet this need—a program which will not be offered at any of the other branches.

Guideline 11: Maintain curriculum development as a continuing process.

As stated earlier, this work is never done. The work of research in the community, selection of advisory committees, and discussion of potential programs should continue. Coordinators should be assigned responsibilities for the heavy burden of intercommunication and public relations before and after launching a curriculum. An alert college staff should have several two-year vocational curricula in development at all times. This process will be expedited if the family of curricula approach is used.

In summary, I have tried to suggest that we begin curriculum development with a bit of soul-searching on the long-range philosophy and objectives of our new college, that we begin early to take steps leading to short- and long-term goals, that we introduce transfer curricula rapidly, that we develop one- and two-year vocational curricula more deliberately, allowing for interaction of college and community in curriculum development, and that we continue this curricula development process without relenting.

BASIL H. PETERSON
President, Orange Coast College
Costa Mesa, California

DEVELOPING CURRICULA AT ORANGE COAST COLLEGE

After spending a year in study and in the procurement of facilities, we began at Orange Coast College a program of instruction for 13th and 14th grade students, in September, 1948. An adult education program was established at the same time.

Why should Orange Coast be asked to report to you at this meeting? No doubt there are a number of colleges whose curriculum development has been as impressive and extensive. Perhaps we have been invited because we have been persistent in giving attention to the multipurpose of the junior college in California and because we have made periodic attempts to evaluate our program. Incidentally, from my biased position, it is my conviction that we have a good program of instruction. It has breadth, depth, diversity, and quality.

I.

FIFTEEN YEARS OF PROGRESS

Orange Coast College has just completed 15 years of operation. We are not one of the old colleges, neither are we an infant. Our recent fifteenth anniversary bulletin listed the following achievements which influence the curriculum:

A. Effective teaching and good staff utilization were realized through team teaching and large group-small group instruction.

B. Orange Coast College was the first junior college in California to build a special facility (Forum) for large group instruction.

C. Orange Coast built the first foreign language laboratory in Orange County.

D. Teaching machines are being used for individual instruction purposes in mathematics, reading, and English.

E. An instructional materials center has been established to assist teachers in preparing better teaching materials.

F. Orange Coast College was chosen by the U. S. Office of Education to prepare a business data processing curriculum.

G. Orange Coast College was chosen by the State Department of Education as a model for a motion picture on business data processing.

H. Orange Coast College now offers complete instructional programs in 39 occupational and technical fields.

I. Orange Coast College has won the Eastern Conference "good sportsmanship award" three times in the last five years.

The most recent significant steps taken in curriculum development at Orange Coast College include the following:

A. Approval of new two-year occupational curricula in industrial drafting, insurance, and escrow management.
B. Approval of 14 certificate programs in various occupational fields.
C. Formulation of basic plans for the curriculum to be offered on a second campus (Golden West College, to serve Huntington Beach, Seal Beach, Westminster areas beginning September, 1966, or 1967).

II.

THEN AND NOW

One measure of curriculum development may be obtained by comparing the program of instruction at the time the college started with what it is now.

The printed Dedication Program for Orange Coast College (September 10, 1948) contained this statement:

> It is the aim of Orange Coast College to work closely with the entire community to develop realistic and meaningful courses of studies in the day and evening for young people and adults of the region.
>
> Extensive studies of the community and its young people have led to the establishment of a broad program of vocational and cultural curricula, and of the guidance and health services necessary to meet these purposes.

Through the years, there has been little change in our basic philosophy; yet look at our curriculum, then and now.

Then (1948–49)		*Now (1962–63)*
12	Number of occupational curricula leading to AA Degree	39
106	Number of different courses offered during day	296
39	Number of different courses offered during evening	328
17–19	Number of "general education" units required for AA Degree	17–19
515	October enrollment (day classes)	3843
1696	Evening college enrollment	8916
2282	Number of unduplicated enrollments—day, evening, summer (lecture series, short courses not included)	22,394
70	Number of graduates	549
	Number of "elective courses" (day program)	
4	Lower division type	27
0	Occupational type	9
58,000	Population of district[1]	133,000

The above comparisons show how a curriculum can grow and expand. Is such growth good or bad? Can it be defended? We at Orange Coast College are continually asking these questions.

III.

CURRICULUM FEATURES

There are five distinctive curriculum features at Orange Coast College:

Diversity of Occupational Offerings. In offering 39 different occupational curricula, Orange Coast College provides broad instructional opportunities for students planning to complete their education in two years or less. Few junior colleges of comparable size are able to offer the breadth and intensity of instruction in so many diversified fields and have so large a portion of the student population majoring in those fields.

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[1] Two-thirds of Orange County is not a part of any junior college district.

"Family of Jobs" Concept. Since its beginning, Orange Coast College has subscribed to a type of occupational education which is as broad as possible. An attempt is made to provide basic occupational training in a given field which will qualify for employment in a "family of jobs." Some illustrations are as follows:

Occupational Major	*Family of Jobs*
Small Business Management	Manager of Business Owner of Business Salesman Advertiser
Vocational Art	Ceramist Photographer Advertising Designer
Metal Trades Technology	Machinist Tool-Maker Welder
Building Construction Technology	Carpenter Mill and Cabinet-Maker Estimater Building Construction Foreman Lather

"Large Block of Time" Concept. Whenever possible, occupational programs have been organized to include 15 classroom hours of work per week in major field. This "large block of time" concept permits coordination of instruction and teaching of much needed related science and mathematics.

Inclusion of General Education. Orange Coast College subscribes to the philosophy that a complete education includes a core of general education to accompany specialized occupational training.

Large Class-Small Program. After successful experimentation with large classes-small classes in history and psychology, the Forum Building was constructed. This facility was built especially for instructing classes of 300, as a part of the teaching procedure for a given class. Students also meet in small groups for discussion purposes. This type of instruction involves team teaching. It provides for effective staff utilization. It permits the extensive use of audio-visual materials. It permits instructors more time for preparation. It involves the use of course assistants.

This type of instruction required the reorganization of course materials and content.

The faculty have supported the Forum as an instructional facility. In fact, the building is the most used on campus this year. It is scheduled for use 56 hours per week.

More teachers are asking to use the Forum. As a result, a second large classroom will be ready for use in January, 1964.

IV.

GENERAL PLAN FOR CURRICULUM DEVELOPMENT

The following statements taken from Orange Coast College publications are evidence of the philosophy and framework by which the curriculum is developed:

Philosophy. Effective living in this era requires a much broader preparation than was needed in earlier times. Vocational opportunities increasingly demand post-high school training, and successful family life and citizenship presupposes levels of information, skill, maturity, and insight beyond that of the average high school graduate.

In light of these considerations, the objectives of the college have been developed. There is training for occupational competency, for a program of basic general education leading to civic competency and for personal efficiency. For some students, the realization of these objectives entails meeting university lower division requirements; for others, occupational, vocational, or technical curricula are indicated. In order to meet the needs of each student, an effective guidance program is imperative; and for the community as a whole, a program of lifelong training must be provided.

Curriculum Development. The success or failure of Orange Coast College will depend in large part on the manner in which its curriculum is planned and developed. The educational program must be geared to the needs of post-high school students. These guides or steps are followed in curriculum development:

1. Determining periodically the educational and occupational needs of the area.
2. Utilizing citizen advisory committees.
3. Maintaining continuously a faculty-administration curriculum committee.
4. Regarding curriculum development as a continuous process.
5. Obtaining board of trustees approval for all curriculum changes.

Direction and coordination of the curriculum construction program is the responsibility of the curriculum committee, under the leadership of the vice-president.

Each divisional staff, under the leadership of the division chairman, is responsible for considering the total program within the division, and recommending to the curriculum committee those additions, revisions, omissions, or regroupings of offerings which the divisional committee believes are necessary to meet the needs of the students.

Approval of New Courses and Curricula. The approval of new courses and curricula requires:

1. Recommendation by one of the divisions of instruction of the college. (Adult education is considered a division of instruction in this regard.)
2. Approval by curriculum committee (12-member representative committee, three representatives appointed by Faculty Association).
3. Approval by district superintendent.
4. Approval by board of trustees.
5. Approval by State Department of Education.

Recommendations from *Divisions of Instruction* for new courses or curricula should include the following information:

1. Title of course to be added or changed.
2. Course description and general content.
3. Unit value.
4. Total number of hours class to meet and recommended number of hours per week.
5. Need for the course.
6. Manner in which the course would contribute to educational objectives of the college.
7. Manner in which course satisfies state standards and criteria.

The *curriculum committee* uses the following criteria in arriving at decisions regarding the approval of courses:

1. Educational value.
    a. Courses should contribute to one or more of the objectives of the college as set forth in the catalogue.
    b. Courses should be of value to students as a general or a vocational curriculum, offering real possibilities of employment for the graduate of a transfer curriculum or a worthy specialized interest.
    c. Courses should be of collegiate level, but not of upper division level. Required high school make-up courses and remedial courses should also be taught in a manner appropriate to college students.
    d. Courses should be properly catalogued as to number, unit value, etc.
2. Relation to total program of the college.
    a. The importance of the proposed course in relation to other possible additions.
    b. The likelihood of adequate student demand.
    c. The degree of overlapping with existing courses.
    d. The degree of competition with other classes.

In considering recommendations regarding new courses or curricula, the *district superintendent* keeps the following considerations in mind:

1. Availability of sufficient funds to finance proposed course or curriculum.
2. Evidence of sufficient enrollment to warrant offering this course or curriculum.
3. Accordance of the course with the purposes and basic philosophy of the college.
4. Ability of the course to meet state standards and criteria.

Final approval of courses or curricula rests with the *board of trustees.* The board of trustees will authorize the offering of courses or curricula through formal action at a regular board meeting. Such action will be based upon evidence and recommendations presented by the district superintendent.

V.

USE OF ADVISORY COMMITTEES

Citizen advisory committees have been extensively used by Orange Coast College. Each year a representative group of citizens (125 to 150 in number) is invited by the board of trustees to meet for dinner and spend an evening considering problems, plans, and progress. These meetings have been productive.

In addition, advisory committees have been established for every occupational curriculum and for adult education. Each committee meets at least one time and, in some areas, four or five times a year. These committees serve to establish the educational experiences to be included in a program of instruction; they evaluate it; they assist the college in making these programs practical and acceptable to business and industry. Through this cooperation many of the students are placed for work experience and for full-time employment.

VI.

RESEARCH AND CURRICULUM DEVELOPMENT

Curriculum evaluation depends upon a continuous research program—a program which involves the gathering of facts and the measuring of results. Too often this phase of curriculum development is achieved through a hit-and-miss process rather than through scientific analysis of facts.

Educational and Occupational Needs Surveys. Prior to beginning instruction and three times subsequently, Orange Coast College has completed major educational and occupational needs surveys. These studies have been designed for the following purposes:

1. To determine fields or areas in which Orange Coast College should provide training, now and in the future, leading toward occupational competence.
2. To evaluate the total program of education now offered.
3. To forecast the population growth of the college and the area which it directly serves.
4. To determine whether the college is meeting the needs of students and of business and industry.

The survey results have always been of value in leading to both deletions and additions in the program.

Implementing Research Findings. Although these studies have served to determine and evaluate major curriculum trends, the evaluation of curriculum is a continuous process. Through the dean of research, this program is conducted at Orange Coast College.

It is not enough to find facts. Research findings must be implemented. This means that divisions of instruction must be involved in the activities of the research office. This is achieved through a faculty advisory committee for research.

Some of the research studies which have been made in the past two years and which have had curriculum implications include the following:

Student persistence and success in selected instructional areas.

1. Divisional differences in School College Aptitude Test scores.
2. Course holding power and grades earned.
3. Causes of failure or withdrawal.

Follow-up transfer and vocational-technical students.

1. Ability and achievement of high school graduates and nongraduates.
2. Analysis of student withdrawal, drop-out, and persistence.

Predicting the success of students attending Orange Coast College.
Grade point averages of students with high and low scholastic aptitude.

VII.

COURSE OUTLINES

Faculty members are required each two years to submit to the dean of instruction an updated outline of each course taught. This results not only in having on file course content materials for reference purposes and for use by new teachers, but it requires instructors to rethink the program of instruction.

When several instructors teach the same course, it is the practice of Orange Coast College to sponsor summer workshops to reorganize course materials if deemed necessary. The instructors are paid for participating.

VIII.

GEARING CURRICULA TO OBJECTIVES

The curriculum has been developed to meet the objectives or goals of the college. How has this been achieved?

Program of General Education. The following statement, based on faculty suggestions, describes general education at Orange Coast College: Occupational competence is only one part of man's life.

Each of us lives also as a person, a member of a family, and a citizen; the education which aims at higher effectiveness in each of these aspects of man's life is called "general education" because it completes and makes more meaningful the specialized courses each student pursues as a part of his occupational training.

As a result of specialized training, the student expects to become competent to obtain and hold a job. As a result of general education, he should expect to become more competent in exercising the privileges and responsibilities of citizenship. He will use the various tools of communication—language, mathematics, critical analysis—more expertly. He will understand more clearly the American heritage and his physical and biological environment. He will know how to conserve his physical and mental health and how to help his family and his community to maintain wholesome conditions of life. He will develop satisfying and constructive reactional habits. As a result of this broadening of his skills, insights, and interests, he will achieve ideals and practices which will make him a more interesting person, a dependable spouse and parent, a participating and responsible citizen. In addition, he will find himself a more productive and accomplished worker.

Each two-year plan of education set forth in our catalog is organized to provide a balanced combination of occupational training and general education for the common responsibilities of life in America today. Some of the general courses are considered so fundamental that they are required of all graduates. These required courses include Introductory Psychology, Communication Skills, Health Education, Physical Education, and American History and Institutions. In addition, all students upon entrance will take an Applied Mathematics Test. To graduate, those with unsatisfactory scores must complete further work in mathematics as afforded by the Applied Mathematics course. Other courses which have been designed to make a significant contribution to general education include: Life Science, Physical Science, Consumer Economics, American Literature, History and Appreciation of Music, Introduction to Art, Marriage and Family Life, Group Leadership, Industrial Relations, Introduction to Humanities, Home Economics, Introduction to Business, Economics, Sociology, Western Civilization, and International Affairs; students in all fields are advised to consider these courses in choosing their electives.

Participation in the rich program of out-of-class activities of the college will also make real contributions to the total development of the student. Associated Student Body offices and committees, special interest clubs, and intramural and inter-collegiate athletics are highly recommended to each student.

Education for Transfer. Students may complete the first two years or lower division requirements of a senior college in practically all fields and transfer for upper division work. In order that this may be accomplished without loss of time, it is essential that proper courses be selected in order to meet the varied requirements of senior colleges.

Some measure of the scope and effectiveness of transfer curricula, occupational curricula, and the functioning of effective counseling may be gleaned from the following facts:

Per Cent of Students

Year	At Time of Registration (Sept.)		At Time of Graduation (June)	
	Transfer Curricula	*Occupational Curricula*	*Transfer Curricula*	*Occupational Curricula*
1957–58	49	51	54	46
1958–59	51	49	50	50
1959–60	52	48	50	50
1960–61	51	49	54	46
1961–62	48	52	54	46
1962–63	46*	45*	55	45

* 9 per cent undecided.

Success of Transfer Students

Where Transferred	*Number of Transfers*			*Grade Point Average**		
	60–61	*61–62*	*62–63*	*60–61*	*61–62*	*62–63*
University of California	48	48	**	2.3	2.3	**
California State Colleges	70	344	478	2.4	2.3	2.3
Private Colleges in California	3	22	20	2.1	2.5	2.4

* 2.0 is "C" average (based on fall semester grades only).
** Information not available until later.

Occupational Education. Occupational education is regarded as one of the basic purposes of Orange Coast College. It is the responsibility of the college to help each student develop his occupational capacities to the utmost, as a service to the student and to the community. Achievement of this purpose requires the development of a diversified program of education. After high school, many students are able to devote only two years to formal instruction. As the end of that period they must be qualified to enter and compete successfully in a vocational field of their own choosing. For these students, a wide variety of semiprofessional courses have been developed to combine theory with practical training and experience.

Among offerings which prepare for earning a livelihood are a number of two-year technician programs. Students who complete the required two-year pattern are awarded the Associate in Arts degree and the Technician Certificate. Completion of this program signifies knowledge and skill in a technical field, including basic competence in mathematics and science.

Those curricula which have as their chief aim that of preparing students to enter employment after leaving the junior college are:

Agriculture
Animal Husbandry
Ornamental Horticulture
Agronomy
Agri-Business
General Agriculture

Business Education
Bookkeeping and Accounting
Business Data Processing
Business Management and Retailing
Escrow Procedures
General Agri-Business
General Office Training
Grocery Merchandising
Insurance
Real Estate
Secretarial Training

General Occupational

Engineering Technician
Drafting Technician
Civil Technician
Chemical Technician

Health Occupations
Dental Assisting
Professional Nursing Program
Vocational Nursing Program
X-Ray Technology

Home Economics
Nursery School Assistantship
Homemaking

Journalism

Police Science

Trade and Technical Education
Architectural Drafting
Automotive Technology
Building Construction Technology
Electro-Mechanical Drafting
Electronics Technology
Industrial Arts
Industrial Drafting
Metal Trades Technology
Petro-Business
Sheet Metal Fabrication
Supervision

Evaluation. Continuous re-evaluation by advisory committees provides the most effective method of appraising the extent to which occupational programs are meeting needs.

Administrators, division chairmen, and coordinators visit classes periodically and confer with representatives from business and industry in order to evaluate the effectiveness of instruction.

Follow-up studies are conducted each year in an attempt to discover what the student believes he has obtained, and what recommendations he would make for improving the training program.

The work-experience program allows an opportunity to test the levels of skills developed in an actual work situation under the supervision of a work-experience coordinator.

Adult Education. The college understands that education is a lifelong process. The operation of a functional, well-balanced adult and extended day education program is considered one of our primary responsibilities, to be carried on at hours and in locations most suited to the needs of adults of the district. The program must be tailored to meet local needs and must be flexible to permit changes as local needs and circumstances require. An adult education advisory committee and other community contacts are devices used for keeping the program close to the community.

Objectives of the adult education program are as follows:

1. To fill gaps in previous schooling.
2. To provide educational experiences which lead to improvement of citizenship.
3. To offer instruction designed to meet vocational needs, both pre-employment and upgrading training.
4. To provide a program of education which will contribute constructively to the home as a basic unit of society.
5. To provide opportunities for self-expression.
6. To provide instruction which will broaden and strengthen the cultural and intellectual horizons of the people served.
7. To provide a program of classes sufficiently broad that the Associate in Arts degree may be earned during the evening.
8. To provide extended day classes as needed which will substantially parallel similar classes offered in the day program.

The minimum standards and criteria for the establishment and operation of extended day and/or adult education classes are as follows:

1. The class must be educationally defensible.
2. A qualified instructor must be available.
3. Funds must be available.
4. Interest in the course must be such that a minimum of 15 persons are likely to enroll and attend.
5. Adequate physical facilities and equipment and/or supplies must be available.

The evening college program is an integral part of the "regular program." Only courses approved by the curriculum committee are offered. When classes duplicate those offered during the day, the same course outlines and texts are used. At the present time approximately 65 per cent of the offering consists of graded classes; the remaining 35 per cent is composed of "conventional adult education" classes. Neither of the two high school districts of which Orange Coast Junior College District is composed offers adult education classes; this important function has been assumed by the college.

IX.

MEETING SPECIAL STUDENT NEEDS

Special programs of instruction are also provided. Repair courses are offered in the following:

1. *Applied Mathematics.* This course is designed for students not able to attain a passing grade on the Applied Mathematics Test given all new registrants. All failing the test must enroll for this course if they plan to graduate.

2. *Developmental Reading.* This is a laboratory course stressing practice in fundamental reading skills. It is designed to assist students to improve reading performance. It is an elective course.

3. *High School Mathematics.* Elementary Algebra, Plane Geometry, Trigonometry and Intermediate Algebra are offered each semester.

4. *Preparatory General Chemistry.* This is designed for students planning but not qualified to enter regular freshman college chemistry sequences.

5. *Writing Clinic.* This is designed to help students on an individual basis at the time they are currently enrolled in a course in English.

A program for superior students has the following features:

1. Superior students in neighboring high schools are permitted upon recommendation of their high schools to enroll in one course per semester.

2. Special sections in certain courses are organized for superior students (top 5 per cent in achievement).

X.

CHALLENGES OF CURRICULUM DEVELOPMENT

Through the years Orange Coast College has found many challenges in curriculum development. Some of the major challenges include the following:

Selling Occupational Education. It is a never-ending process to convince high school graduates, parents, counselors, college professors, the public in general, and even some junior college instructors of the value of occupational education. There is no justification for establishing such curricula unless they have substantial support. Without support, such programs can become "watered down" academic adventures with little or no occupational competence as a goal.

Meeting Great Diversity of Needs. Many different kinds of people attend a junior college. There are thousands of different types of occupational careers one may pursue. It is a constant challenge for a junior college in building its curriculum to establish some sort of relationship between people and available jobs. A program of instruction must be established which matches men and jobs and also takes into consideration the ever-changing nature of the occupational market.

Offering Different Levels of Instruction in General Education. A program of instruction should provide different avenues and levels of instruction in basic general education. This is essential in order that each student may have the opportunity to procure the highest level of general education from which he may profit.

Faculty Participation. A program of instruction is no stronger than teaching effectiveness in the classroom. This means that members of the teaching faculty must constantly be involved in curriculum development. Time, dedication, administrative organization, and encouragement have some bearing on the degree of faculty participation secured in curriculum development.

Coordination with Lower Division Offerings of Senior Colleges and Universities. Last year Orange Coast College students transferred to 81 different colleges and universities in the United States. It is fairly safe to say that no two of these senior colleges follow the same lower division pattern of instruction. It is a real challenge for any junior college to coordinate its lower division offerings with the state colleges and the University of California to which it sends the greatest portion of its transfers. Perhaps some day we will achieve sufficient mutual respect that each junior college will be permitted the opportunity to designate which of its courses are of such nature and quality that the requirements of sister colleges are satisfied.

Meeting Legal Requirements. The California Education Code contains 12 mandatory requirements, 8 provisions of denial, and 7 permissive regulations pertaining to junior college curriculum development. In addition, the Administrative Code, Title 5, includes 4 mandatory, 1 denial, and 3 permissive regulations. These requirements cannot be overlooked in curriculum building.

Avoiding Proliferation of Courses. This is one of the most difficult tasks of any college. There are numerous good courses offered in many reputable higher institutions of learning. The tendency of faculty members who have had experience with such courses is to want to introduce such offerings in the college where they teach. Without great care and definite curriculum policy involving safeguards, it is easy to multiply courses without limit.

Teaching the Same Course to an Ever-Increasing Number of Students. As Orange Coast College has grown and as the number of students enrolled in certain courses has increased, a real challenge has been presented in doing the job. The questions need to be asked: Can our staff be better utilized? What kind of facilities best lend themselves to doing the job?

In meeting these challenges, Orange Coast College has developed its "Forum" and now its "Science Hall" and has completely revised its program of instruction in certain fields. Large and small groups, taught by a team of teachers, have been working well.

Coordination of Vocational Education with Changing High School Program. Recent trends in high schools to introduce vocational education have real curriculum implications for the junior college.

What kind of a program of occupational education should a junior college offer to the high school student who has majored in vocational education? Can the junior colleges and high schools coordinate their programs of vocational education so as to avoid duplication, reduce dropouts, and provide quality programs? This is a challenge which faces all junior colleges and high schools immediately. Without positive and coordinated effort, state and federal agencies will step in and take over, and much money will be wasted.

In conclusion, it is my conviction that the junior college faces the greatest challenge and also the greatest opportunity to prove its uniqueness. It must develop a curriculum which is geared to a changing occupational market, to a changing role of high school education, to an ever-increasing number of students with varying abilities and interest, and to senior colleges and universities which tend to become more highly selective and somewhat independent.

ROBERT E. SWENSON
President, Cabrillo College
Aptos, California

GUIDELINES FOR FINANCING NEW JUNIOR COLLEGES

This presentation will consist of three parts: (1) current plans for the financing of junior colleges, (2) characteristics of a sound financial plan, and (3) suggestions for financing new junior colleges.

I.

CURRENT FINANCING PLANS

In 1962, 42 states had publicly supported two-year colleges, and there were almost as many different plans for provision of operating monies. This great variety of plans may be combined into three major groupings. Nineteen states have specific formulas for determining the state's contribution to the current budget. The majority base this formula on a dollar amount per student enrolled, although a few set the state share as a proportion of current operating costs.

Legislative appropriations constitute the second major grouping. Junior colleges in 26 states depend upon annual or biennial appropriations, apparently based upon budgetary proposals. (Some states have colleges in each of the first two groupings.) A third type of support is derived from local tax levies which are authorized in quite a number of states.

Morrison and Martorana[1] in their analysis of state formulas for the support of public two-year colleges comment as follows:

A. A number of states follow the practice of dividing operating costs among the local district, the state, and the student, with some tendency toward a pattern of equal shares.

B. Three states provide 50 to 74 per cent of the current support for local junior colleges, 14 states furnish 25 to 49 per cent of the current support, 4 states less than 25 per cent, and 8 states give no support to local colleges.

C. Increasingly, state tax funds are being looked to as the chief source of support.

D. Student tuition payments have been kept at a minimal level—one-third of the operating costs or less.

Capital outlay funds for junior colleges have come from two sources, the state and the local district. Junior colleges under state control have received all of their building monies from the state, and local junior colleges have provided their own capital funds. Florida is the one major exception, furnishing 100 per cent of the capital outlay for local junior colleges.

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[1] Morrison, D. G., and Martorana, S. V. *State Formulas for the Support of Public 2-Year Colleges*. U. S. Department of Health, Education, and Welfare, Office of Education, Bulletin 1962, No. 14. Washington, D.C.: Government Printing Office, 1962. 70 pp.

II.

CHARACTERISTICS OF A SOUND FINANCIAL PLAN

James L. Wattenbarger, Director of the Division of Community Junior Colleges in the Florida State Department of Education, described the characteristics of a sound plan for financing junior colleges at a recent conference sponsored by the American Association of Junior Colleges.[3]

A. The plan should provide for joint responsibility, with both the state and the locality assuming a share. An essential part of this joint support should be an equalization measure which would assure the same basic quality of education in all of the colleges.

B. The plan should depend upon student tuition fees as little as possible. It is a contradiction to talk about extending educational opportunities to people on the one hand, and how large the tuition fee may be on the other.

C. The plan should be based upon a formula which provides for all elements of necessary costs of a good community college program. The formula must recognize that small schools cost more per student than large schools, that certain administrative and counseling services are essential, that some types of programs are more expensive, and that provision must be made for rapid enrollment increases. The plan should encourage efficiency and general improvement in the operation of the college.

D. The plan should contribute to stability of operation by providing a predictable income from year to year.

E. A sound plan will include provision for capital outlay. The extent to which the state contributes should be dependent upon the historical development of educational support as well as the basic taxing structure of the state.

F. The plan will provide local districts access to borrowing funds for capital outlay. The basic facilities needed on every campus cannot ordinarily be provided on a pay-as-you-go basis.

G. A sound plan will recognize that responsibility for record keeping, auditing procedures, and fiscal control is a joint responsibility shared by a state coordinating agency as well as the institution itself. However, as great an amount of flexibility as possible in the administration of the budget is essential.

H. The plan will not be dependent upon gifts or donations to provide sufficient funds for the basic program of instruction. Grants or gifts should be considered as a supplement to the regular public support.

I. The plan should induce areas of the state not directly participating in support of a junior college to make their contributions on a basis related to the number of their own residents who attend. [As Wattenbarger infers later in his statement, it would be desirable for this to be mandatory in order that costs may be shared equitably.]

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[3] American Association of Junior Colleges. *Establishing Legal Bases for Community Colleges*. Washington, D.C.: The Association, 1962. 44 pp.

To these characteristics enumerated by Wattenbarger, two additions could well be stated:

A. A state agency should have the authority to determine criteria for the establishment of new colleges in order to avoid the formation of inadequately financed or uneconomical institutions.

B. The plan should encourage local districts to exceed the basic or foundation level program.

III.

FINANCING A NEW JUNIOR COLLEGE

Capital outlay problems are a primary concern in planning a new junior college. Experience would indicate that per student costs for a junior college campus will range from $2,500 to $4,000 depending on plant capacity, land costs, extent of vocational and technical programs, gifts and donations, variations in construction costs, etc. In general, a complete campus for 500 to 1,000 students will cost approximately $4,000 per student. For 3,000 to 4,000 students, the cost can be reduced to $2,500 per student.

Bonding versus pay-as-you-go becomes one of the first issues faced by the governing board of a new junior college. Certainly, there are no easy answers. Numerous factors must be considered in analyzing each local situation, including the tax base of the district, the immediate enrollment potential, the availability of a core of temporary buildings, other sources of financial assistance, the costs of borrowing, trends in construction costs, and planning efficiency. Unless a district has a large assessed wealth and a core of temporary structures in which to begin operations, pay-as-you-go financing will not prove feasible. With construction costs increasing about 5 per cent per year and interest rates running 3½ to 4 per cent, it is even difficult to demonstrate that a real saving is achieved through pay-as-you-go procedures.

State agencies have conducted rather careful studies on the relationship between enrollment and the needs for various types of classrooms and special facilities. A new district should analyze this information carefully and adapt it to local needs. Proper balance of classrooms, both sizes and types, plus built-in flexibility, can result in substantial long-term savings in both operating costs and capital outlay.

Building budgets pose real problems since it is necessary to start with rather broad indices of costs and gradually refine the budget as actual costs become known. This necessitates sufficient contingency monies allocated to major budget categories to provide some elasticity. Too often campus construction projects encounter unexpected problems in the early stages of planning or building. These often later necessitate curtailment in essential facilities or equipment. Campuses are opened without complete furnishings, or with no landscaping, or with poor quality roads and parking areas, or even complete buildings left out of the plan because initial budgeting procedures were unrealistic. Suffice it to say, that building budgets must become continuously more refined and detailed, and rigorous budget control procedures must be instituted right from the start if the hoped-for complete campus is to be realized.

In planning initial administrative staffing, a new district should give serious consideration to the employment of an experienced person who will give substantially full time to the coordination of the building project. By temperament and background, this person should be equipped to work with the college staff on planning, expedite action on construction, and mediate the many controversies which will develop between staff and architects, architects and contractors, contractors and inspectors, subcontractors and suppliers, and so on ad infinitum. An expert will save his salary many times over. In addition, he will improve the chances of getting buildings completed on schedule. Key administrators will necessarily be closely involved in the planning and supervision of the project, but one person is responsible for seeing that decisions are made and properly recorded.

Architects and general contractors will be unhappy with this next proposal, and admittedly it presents some pitfalls. However, a college often has the staff specialists or available expert assistance to plan and contract many of the components of a total campus project. The use of this technique can yield substantial savings on such items as built-in laboratory equipment, special sound equipment, standard facilities like football bleachers and tennis courts, and fixed seating for theaters or lecture rooms. Incidentally, early bidding and ordering of all equipment and furnishings, with storage provision by construction of a warehouse building in the initial stages of the project, can result in real economies as well as efficiency in the occupancy of the campus. Most school districts bid all of their capital outlay items between March and July, and expect delivery in September. It only stands to reason that suppliers can give better service, and perhaps lower prices, to a district which plans its bidding and delivery during the "off" season.

As my final comment on financing campus construction, I should like to say that school districts should become better promoters. Although it is difficult to prove, I'm convinced that careful timing and well-designed publicity produces more competitive bidding and lower interest rates on bond issues. By the same token, advance notification and complete information on size of the project, types of structures, bidding dates, sources of information, etc., can bring about healthy competitive bidding on the various projects involved in the campus construction. Special services to bidders such as ample supplies of drawings and specifications, well-defined channels of communication, telephones available during the last hours before bid opening—to mention a few—may well heighten the interest in the bidding and thereby yield savings to the college.

Districts which have conducted college programs on high school campuses or in temporary quarters often experience quite a shock when they add up the costs for operating a new campus. It is difficult for a brand new district to develop its operating budget. As a consequence, a year-to-year type of planning sometimes results. This path is fraught with dangers. In spite of the difficulties of estimating enrollments, revenues, and costs, it is highly recommended that a new district make a three- to five-year budget projection. Such a study more often than not will reveal critical budget years for which careful planning must be done. Sudden surges of enrollment may bring financial catastrophe and serious retrenchment in the educational program unless proper reserves are established. The first year of occupancy of a new campus inevitably brings higher than normal unit costs in supplies, operations, utilities, and insurance. These must be faced realistically in the five-year budget study, and expected revenues allocated accordingly.

On the matter of unit costs, it should be noted that they will be high for a new district in its early years, particularly if initial enrollments are relatively small. Essential administrative staffing required to plan and supervise the building of the campus in addition to carrying on a program in temporary quarters (if this is done), diversity of program with class sizes which are small, initiating expensive technical-vocational programs—all of these contribute to above average unit costs. However, an administrator concerned about good financial management will establish procedures to control proliferation of the curriculum and to guarantee classes of reasonable size after the initial "honeymoon" period. Junior colleges spend 60 to 75 per cent of their operating budgets on instruction, so good management practices are even more critical here than on campus operations and maintenance. As a general guideline, a junior college needs an enrollment of 800 to 1,000 students in order to offer diversified programs at a reasonable cost.

What vocational-technical programs to establish constitutes one of the most difficult instructional decisions to be made by new junior colleges. These programs are generally costly to equip and to operate. Potential enrollments are difficult to gauge. Rapid technological change makes the future need for trained workers hard to predict. Programs designed to train for a group of occupations rather than a single job offer promise of persisting and maintaining strong enrollments. A new district needs expert help to grapple with the many problems involved in planning vocational-technical curricula.

Early planning for the financing of such special services and programs as the cafeteria, the student store, and the associated student body enterprise, although seemingly less difficult by comparison, is nonetheless important. These programs and services pose special problems. Traditions once laid down are difficult to change. Districts will differ in their policies as to whether these should be completely self-supporting, but in all cases good financial management procedures must be instituted right from the start.

As my final comment on financing new junior colleges, I should like to urge that districts develop competitive salary programs for administrators, teachers, and nonteaching personnel. Good salaries help attract competent people, who in turn produce a fine educational program and an efficient operation. Capable personnel result in less cost in the long run, especially if the quality of the program is considered important.

WILLIAM L. PERRY
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FINANCING CORNING COMMUNITY COLLEGE

They say that when Henry Hudson came to New York he backed his boat up the Hudson River; he didn't know how far he could go, and was therefore always careful to keep himself in position to execute a hasty retreat if one should become necessary. Since coming to Corning on December 1, 1957, I have learned that all of education in New York is essentially undertaken from the Hudson posture—we approach each program backward so that retreat will be possible.

There are about 55 colleges associated with the State University of New York, of which about 30 are two-year community colleges. In our state it is impossible to establish a community college without (1) a definite desire on the part of the community itself, and (2) a local sponsor. The sponsor is usually the County Board of Supervisors, although in a few instances it is the municipal government. (The New York City Schools, of course, operate in a different pattern and these remarks do not apply to them.) In our case, it was the Corning Board of Education which expressed interest in sponsoring a community college based upon the work which some of us had done at Harvard.

The sponsor in effect says to the State: "We would like to have a community college. We, as sponsor, will guarantee one-third of the operating cost of the college plus whatever else may be necessary. We will also guarantee one-half of the cost of capital outlay (buildings and equipment)." When the State approves the sponsor's petition it is thereby agreeing, under State law, to contribute one-third of the operating cost and to pay the second half of the capital costs when the sponsor's half is available. The student is expected to contribute, through tuition, the final third of the college's operating costs. At Corning the operating cost per student is $900; the student pays $300. If he comes from outside the sponsoring district but within the State, the county of the student's residence pays the $300 which is the responsibility of the district; if he comes from out of state, the student must pay two-thirds of the operating cost, or $600.

After the State has approved the sponsor's petition, a board of trustees is formed. In New York this board is composed of nine people, of whom five are appointed by the sponsor and four by the Governor for nine-year staggered terms. These nine people are extremely influential, especially in the case of institutions which, like Corning, operate under New York's Plan C. Article 146 of the State Constitution spells out the three alternate plans—A, B, and C—under which junior colleges may operate. Plans A and B delegate authority and fiscal responsibility primarily to the sponsor, and most of the New York colleges are chartered under these plans. Corning, however, is one of the fortunate few chartered under Plan C, in which the sponsor elects to let the institution control all its own affairs under the supervision of the board of trustees.

The town of Corning is a pleasant community of about 25,000 people, a number of whom are affiliated with the Corning Glass Works in executive and professional positions. Many of them hold bachelor's degrees, and a goodly number have advanced degrees, including the Ph.D. Our surrounding community has a population of about 100,000, and there are perhaps 30 high schools in the area.

Our part of the country is cautious and conservative in background and outlook. We do not plunge enthusiastically into the immediate pursuit of bright visions, but are inclined to venture warily into new enterprises. We therefore began operations with appropriate restraint and modesty, opening our doors to an initial student body of 100 with a faculty of six in an eight-room abandoned elementary school. (These were nevertheless fabulous "digs" compared to the initial plans of many of our community colleges—abandoned factories, pre-Civil War mental institutions, etc.) During the following years, one of our townsmen lent us his 21-room estate and we were enabled to expand our student population to 250 and our faculty correspondingly. By the third year of operation we had been lent a large house on an adjoining property, and we began to think in terms of a permanent campus for the college. We approached the Corning Glass Works and received a grant of $25,000 to finance a study of our objectives and needs. We located a desirable site, and determined that we would need locally about $2.25 million to build a college for 900 full-time students. We reported our conclusions to the Corning Glass Works. Their major stockholder presented to us as a gift the 300-acre site, composed of two adjoining farms, which we had selected.

After we had approached our sponsor and learned that Board of Education funds were heavily committed for the construction of new elementary and high schools and for reconversion and repair work on other structures, we returned to the Corning Glass Works with our financial problem. A few days later we received a telephone call from the company announcing that they had given us the necessary money ($2.25 million). A subsequent exchange of telegrams with the Governor confirmed that the matching funds would be allocated from Albany. Within a 24-hour period we had acquired a working capital of $4.5 million.

Shortly thereafter we learned that a 305-acre parcel adjacent to our site was available for sale. In order to take advantage of this opportunity, a group of men in the community, with some of our trustees as a nucleus, got together and formed the Alpha Trust Fund Corporation, which bought the land that afternoon. We now have a campus of 605 acres, which is twice the size of Monaco.

The Alpha Trust Fund Corporation, formed as a means of acquiring this additional land, has become in effect a foundation to accept gifts for the benefit of the community college. It has served as an extremely useful vehicle for handling large sums of money and gives us enormous investment advantages. After a successful campaign to have the State change existing legislation, donors are now permitted to give us up to 30 per cent, as against the former 20 per cent, of their gross incomes. The Alpha Trust Fund Corporation does a thriving business in the lucrative investment of these monies.

The Alpha Corporation's spectacular success encouraged us to seek other avenues whereby private capital might supplement our public budget. One thing we did was to establish a Faculty-Student Corporation, of which I am the president, to handle all institutional funds which are not for strictly educational purposes. The basis of this Corporation's assets is a $30 per semester charge to the student, plus all income from food services, social activities, athletic events, the book store, publications except catalogues, etc. This Corporation, which enjoys independent, tax-exempt status, is engaged in a variety of projects, including some real estate transactions, and its profits help to keep our official budget clean and lean.

Since under New York State law dormitories are not provided for two-year colleges, we set up an independent Dormitory Corporation primarily to deal with the Federal Government. Through this agency we expect to receive $1.25 million for dormitory space for 25 per cent of our students—120 women and 80 men.

A fourth corporation, the College Center of the Finger Lakes, is perhaps the most interesting of all. Located as we are in an area containing about ten two- and four-year colleges, including Cornell University, it occured to us that we all might benefit by joining together as a corporation to promote visiting scholars' programs, central research publications, etc. This concept aroused so much interest that we were given grants by both the Ford Foundation and the Corning Glass Works. We started with five institutions, each of which contributes $5,000 per year. We now have a membership of eight, and we understand that four more colleges are interested in joining our Corporation. We have a large Center, with a president, a director, and nearly $200,000 in assets. We are interested in master planning with this group of colleges in our immediate area, and we hope that in time the College Center of the Finger Lakes will develop into an "Oxford Plan" of higher education in our part of the State.

We realize that we at Corning do not constitute a "typical" community college. We are a small institution. We can be comparatively selective in our admissions policy. (Only students in the upper half of the graduating class may apply; we accept about half of those who apply and graduate about half of those we admit.) Because of the wishes and interests of the community we serve, our program is almost entirely an academic one. We offer only a few terminal programs, and two of these are so rigorous that students who drop out of them transfer to the liberal arts. We are obliged to offer evening programs that will interest and challenge groups composed exclusively of Ph.D.'s. Some of us worry a great deal about the several hundred high school graduates in the area who are not eligible for our institution. We admire and respect the excellent terminal technical programs which other community colleges have devised to serve such students. But we feel that our specific responsibility is to reflect the attitudes and values of our area and to do our best to give our community the type of institution it wants.

Nevertheless, despite our atypical character, we feel that some of the fiscal innovations which we have developed at Corning Community College may hold some significance for other institutions as well. From our inception we felt that as a publicly supported two-year college we would offer a program which would give sound value for the taxpayer's dollar. At the same time we wanted to offer more than a minimum program. In the view of our trustees, the old rigid distinction between public and private education is no longer completely valid. In other areas of our national life, too, it is becoming increasingly difficult to separate the public from the private sector; for example, the world's greatest public library, the New York City Public Library, receives almost 65 per cent of its support from private funds. We therefore feel no sense of disloyalty to public education by tapping whatever sources of private wealth we can find to enhance our educational programs and facilities. Our budget for the 618 students who will be with us on September 1 will be about $1.2 million. About half of this amount will be available to us from our public budget; the other half will come from private sources.

We have learned that financing an educational institution need not be merely a matter of putting the allocated public funds to the best possible use. Financing is also an attitude, involving a flexible mind and a great deal of creativity. Both at Corning Community College and at the College Center of the Finger Lakes we try to decide first what we wish to accomplish and how we wish to do it. When we have a clearly formulated plan for achieving a specified objective, we find it not too difficult to attract funds for its execution. We have never encountered a foundation or other agency which refused to entertain our application for funds because we were a public institution.

So far as Corning Community College is concerned, we think that the methods of financing which we have developed are working extremely well. Although much remains to be done, we are confident that our community is pleased with the quality of the services which we can provide without an excessive tax burden.

HENRY T. TYLER
Executive Director
California Junior College Association
Modesto, California
(Address delivered for Dr. Tyler by Edward Simonsen,
President, Bakersfield College,
Bakersfield, California)

PROBLEMS, ISSUES, AND TRENDS IN ACCREDITING NEW JUNIOR COLLEGES

I.

RAPID SPREAD OF JUNIOR COLLEGES

We are in a period when junior colleges are being established in large numbers all over the nation. Florida probably exhibits the most rapid recent expansion, having had but 9 junior colleges in 1957, and having 32 today. According to the *1963 Junior College Directory* of the American Association of Junior Colleges, many other states show rapid growth. Here in California, under legislative mandate to bring, within the next couple of years, all territory of the State within districts that maintain junior colleges, several new institutions are being founded each year.

II.

CONSIDERATIONS FOR AND AGAINST EARLY ACCREDITATION

For several reasons, we find in this state that those in charge of a new college—be it junior or senior—believe early accreditation to be imperative. Apart from the presumed prestige that is gained by having the college on the accredited list, there is the limitation of state scholarships to students in accredited institutions, and the questionable transferability of credits from non-accredited schools. Thus, considerable pressure is placed on the regional agency to accredit new schools early.

Coupled with the belief that in California the establishment of new *public* higher institutions is so well regulated by statute that sound operation is virtually assured, these pressures led the Western College Association, several years ago, to relax its earlier policy of not visiting a new college until it had graduated at least two classes. A new policy was adopted, making an initial visit possible when the institution was "in full operation." Clearly, "full operation" requires some interpretation, this commonly being determined by either the submission of written materials by the new institution, or a preliminary visit to it by representatives of the Accreditation Commission, or both. This policy has enabled several new junior colleges to gain approval in their first or second year of operation.

Though such a practice may meet the desire of the college for early accreditation, it poses some problems for the accrediting agency and its personnel. And since the topic assigned to me appears to have been phrased from the standpoint of the agency rather than the college—"Problems, Issues, and Trends in Accrediting New Junior Colleges,"—not "In Gaining Accreditation by New Junior Colleges"—let us examine these briefly.

When a regional accrediting agency agrees to examine a college, what does it seek? A good statement has been published by the Middle States' Association of Colleges and Secondary Schools, in a bulletin entitled, *Junior Colleges and Community Colleges*. From this, I quote the following:

> The basic requirement always is a clear definition of the institution's objectives for its students. The educational program must be consistent with that definition, adequate to achieve it, and within the scope of the institution's resources. The student body must be appropriate in ability, preparation, and motivation to the objectives and the program.
>
> Given these necessities, the effectiveness of any institution depends upon the quality of its teaching, which means primarily on the ability and enthusiasm of its faculty. The first index of a college's quality is, therefore, the astuteness with which it has defined its task, and the second is the competence of its faculty. The third is the effectiveness of the program the faculty has created to produce the results envisioned in the objectives; and the fourth is the resources instructors and students can draw on, especially in the library.
>
> These are the things which make a college. Everything else is supplementary—means and devices to facilitate teaching. But a college will not have these fundamental necessities, at least not at their best or for long, unless it also has responsible control and support through its governing board and good administration through its president.

How to make the determination that is required by the above statement fairly and soundly is a perennial problem for every accrediting association. It certainly requires a careful examination of each of the major aspects of the institution, such as those that have been considered by this conference: the staff, the curriculum, the plant, the student personnel program, the community relations, and the finances. Seeking, with regard to each of these, to ascertain if the operation is such as to foster the achievement of the institution's stated aims and objectives and so to merit the agency's approval, the basic problem is greatly intensified when we consider the examination of a new institution that has only just begun to offer classes. To examine a college in its first semester of operation, when much that should already have been achieved is still coming to pass or is being planned, creates a very difficult problem of evaluation for the visiting team. Similarly, to find a new college making the best of temporary facilities, as in the late day and evening use of a high school plant or in an abandoned elementary school, makes sound judgments of quality questionable.

In such instances the visiting team must assess promises and prospects, rather than solid achievements. And since a basic purpose of accreditation is to place a stamp of approval on what an institution *is*, the practice of "instant accreditation" may properly be questioned.

Is there a middle ground between the "instant accreditation" and the "wait and see" policies? Provisional or temporary accreditation has some-

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times been urged. This puts the accrediting agency in the position of saying, "This institution looks good so far, if...." Possibly such action would have some value to the institution, but it would seem to require a separate listing. So long as accreditation is an "either/or" matter, provisional accreditation does not appear to be feasible.

Two of the regional accrediting agencies have approached this problem by making it possible for a new institution to become a "candidate for membership." In both of these associations, membership is limited to accredited institutions. When a new institution wishes to seek accreditation, by meeting certain conditions it can be listed by the agency as "a candidate for membership." This indicates to those who understand the system that the institution is preparing for full accreditation and has sought the advice and help of the accrediting agency. Though this practice is followed by two of the regional agencies, the other four publish only a single list which shows the institutions which the agency has already accredited.

Here we may note another issue which is not limited to new institutions. Is a college that is accredited for, say, two years to be thought of as in a different category from one accredited for the maximum number of years, which may be five or ten, depending on the regional agency? Certainly in the former case, the accrediting team indicated its belief that there were more problems to be met by the institution than did the team in the latter case. Yet in both, the quality of the institution was deemed worthy of approval, and, hence, but one list is published, with both colleges appearing on it. Presumably, the shorter term of the one is not widely known. Until such time as the value judgments inherent in the entire accreditation process can be made much more precise than they are at present, this "all or none" practice will probably remain. It is my personal belief that such precision of judgment is unlikely, and probably not even desirable, because it would place too great an emphasis on quantitative conclusions, rather than on qualitative conclusions which, by necessity, are much more subjective.

It can thus be seen that though early accreditation may be very much desired by the new junior college, it imposes on the accrediting agency new complications to a task of evaluation already difficult enough to achieve.

III.

PRACTICES OF OTHER REGIONAL AGENCIES

How are the other five regional associations meeting the question of the accreditation of new junior colleges? In an effort to discover current practices, I wrote to each of their secretaries and will soon report briefly on the results found. First, however, let me note that of 700 junior colleges of all types, in 49 states and the District of Columbia, which are listed in the *1963 Junior College Directory,* only 381 have regional accreditation. Twenty-seven of these 700 institutions show no accreditation whatever, and the remaining 292 show that they are accredited by some state agency, rather than by a regional body. Stated in percentages, this means that only 55 per cent of the nation's junior colleges currently hold regional accreditation; 41 per cent are accredited by a state agency; and 4 per cent are not accredited at all. In contrast to these figures, the *Junior College Directory* shows for California and Hawaii (the territory of WASC—the Western Association of Schools and

Colleges) that of 75 junior colleges, 68 are regionally accredited, 6 are accredited by a state agency, and 1 is without accreditation. The percentages are: 91 per cent for regional accreditation; 8 per cent for state accreditation; and one per cent for no accreditation. (Actually, these published figures are not quite up to date, since five of the six which are shown as accredited by a state agency are now regionally accredited, and the one college shown as having no accreditation is now regionally accredited.) Thus, here in the territory of WASC, new junior colleges, as well as those longer established, are almost all regionally accredited.

To us, it may seem surprising that there are junior colleges which have existed for many years without any accreditation, the oldest of these having been established in 1886. Though most of them are rather small, they range in size up to one institution whose 1962 enrollment was 908.

Similarly, of the 292 junior colleges shown as accredited by a state rather than a regional agency, these, too, are of all types, sizes, and ages, some seven having been founded prior to 1900, the earliest in 1862. About 80 more were founded between 1900 and 1931, and some 70 in the next 70 years. One hundred thirty-one, however, were organized in 1951, or more recently.

These national figures appear to indicate that a regional accrediting agency need not succumb to the pressures for "instant accreditation." They raise again the question as to whether recent practice by our Accrediting Commission for Junior Colleges, and indeed our entire WASC organization, may not possibly have been too liberal.

Now let us see what other regional agencies do about accrediting new junior colleges.

The Northwest Association of Secondary and Higher Schools operates in six states. Of 34 junior colleges listed by the *1963 Junior College Directory* in these six states, 20 carry Northwest accreditation. The executive coordinator for the Higher Commission of this association writes: "New junior colleges, whether public or private, go through the same procedure in obtaining accreditation as do four-year colleges, and this, in essence, is the same pattern used in re-evaluating members of our association at stated times."

The most recently accredited junior college in the Northwest territory is the Juneau-Douglas Community College at Juneau, Alaska, with an enrollment in 1962 of 211 students.

The North Central Association of Colleges and Secondary Schools operates in 20 states, having, according to the *Directory*, 230 junior colleges. Of these, only 89 carry North Central accreditation. A letter from Richard Davis, assistant secretary, states:

> With reference to the North Central Association's activities in accrediting new public and private junior colleges, we have not, to date, developed special criteria which apply exclusively to newly founded junior colleges. . . . Once a new junior college is founded, it becomes eligible for accreditation after it has graduated its first class. However, our Executive Board will give consideration to granting Candidate for Membership status to new junior colleges at its June meeting.
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> A North Central Association bulletin states:
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> Listing as a Candidate for Membership indicates to the profession at large that the institution is *actively* engaged in the process of accreditation. It further allows the institution to avail itself of the services of the College

Field Service Council and entitles the institution to a yearly subscription to the *North Central Association Quarterly*. The list of candidates for membership will be published annually in the July issue of the *North Central Association Quarterly*. If after a reasonable time the institution makes little or no progress toward accreditation, the Executive Board of the Commission on Colleges and Universities may remove the institution from its list of Candidates for Membership.

The North Central Association has accredited three junior colleges which operated for the first time in 1962. All of these were public institutions. They are: Rangeley Junior College in Colorado, having a 1962 enrollment of 82 students; the Loop Junior College in Chicago, with a 1962 enrollment of 2,562 students; and the Delta Junior College in Michigan, with a 1962 enrollment of 2,625 students.

The Middle States Association of Colleges and Secondary Schools operates in five states and the District of Columbia. Of 122 junior colleges in this area listed by AAJC, 66 carry Middle States accreditation. The association seems to have no special plan for the early accreditation of new junior colleges. In a brief leaflet entitled, "How Does a Community Earn Accreditation," this statement appears:

> Middle States evaluators never arrive with a check-sheet in their hands. They have no pattern to which a college must conform, no formula by which to rate it. The Middle States Association is interested, in essence, in three questions:
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> 1. Have this college and those who direct it clear and realistic concepts of (a) its functions, and (b) its educational objectives for its students?
> 2. Does the college have the educational programs, the human resources, the professional competence, the facilities, and the community support it needs to perform its functions and achieve its objectives, and to continue to do so for a reasonable time?
> 3. Is the college staff continuously developing and correcting its program in the light of a sustained self-appraisal of its product, and requesting and receiving from its governing board the resources it needs to serve the community with constantly increasing effectiveness?

The most recently accredited junior college by the Middle States Association is The Junior College of St. John's University, Brooklyn, New York—a Catholic institution which opened in 1962 with an initial enrollment of 397 students.

The Southern Association of Colleges and Schools operates in 11 states, having a total of 196 junior colleges, of which 121 carry regional accreditation. This association, in an outline of procedures for initial accreditation, states that a college seeking membership and accreditation, "must have graduated at least three classes before application can be made." The statement is also made, however, that "a new junior college which has been in operation less than two years, or a new senior college in operation less than four years, might be eligible for recognition as 'Candidate for Membership.' " The Southern Association has most recently recognized Richard Bland College in Petersburg, Virginia, a public institution shown as having opened in 1961 and having a 1962 enrollment of 435 students. It is difficult to reconcile this recognition with the earlier statement that graduation of at least three classes was required before accreditation.

The New England Association of Schools and Colleges did not reply to my inquiry. This association operates in six states, having 43 junior colleges listed in the *Junior College Directory*. Of these, 18 carry New England Association accreditation, and the most recently recognized was Becker Junior College, Worchester, Massachusetts, established in 1943, and having a 1962 enrollment of 600 students. From this, it would seem that this agency does not make provision for early approval of new junior colleges.

As we have already seen, the *Western Association of Schools and Colleges*, which operates only in California and Hawaii, has 75 junior colleges listed, of which, according to the *Directory*, 68 carry WASC accreditation. The practice, as we have noted, is to be willing to visit a college when it is in full operation, provided preliminary information, often supplemented by a preliminary visit, indicates some likelihood of approval.

Though in each of the six regions the proportion of junior colleges that are regionally accredited varies greatly, it can be seen that there are in each region, except that of WASC, numbers of junior colleges which have operated for many years without accreditation. And yet there are also in each region, except New England, junior colleges of very recent origin that are regionally accredited. Further, the institutions that have operated for years without regional accreditation seem to be of no one type. They are public, private, denominational, and independent, large and small, technical institutes, university branches, and so on. Though there is some tendency for the regionally accredited colleges to be larger than the others, this is by no means always so.

IV.

A PROPOSAL FOR MODIFIED PRACTICE

It is difficult to avoid the conclusion that immediate regional accreditation is not as essential as we in California have thought—at least if the national practice is taken as the criterion. It is suggested, therefore, that a new junior college, even though soundly conceived, might well be expected to operate for a time before seeking initial accreditation by WASC.

How long a time should this be? Since the purpose of regional accreditation so far as the public is concerned is to give assurance that the approved college has met certain standards of quality, it may well be argued that a minimum of two years of full operation should be expected before visitation by an accreditation team. To be sure, in recent WASC practice, at both senior and junior college levels, earlier visits have been scheduled, and in the experiences of the Junior College Commission, I do not believe unjustified approvals have been granted. But I do feel that teams have been placed, in some instances, in an unjustifiably difficult position. And in view of the evident ability found elsewhere over the nation for colleges to operate for years without regional accreditation, I suggest that a longer period of operation by new junior colleges before visitation would do little harm either to the college or its students and would provide a better base for subsequent evaluation.

I therefore suggest that the initial visit by a full-scale accreditation team to a new junior college be delayed until the fifth semester of operation. If it is objected that such a practice would harm the students, particularly those who transfer to four-year institutions, I suggest that (1) in the case of public junior colleges in California, they would transfer from a state-approved institution, and (2) the four-year colleges commonly will either accept students from unaccredited institutions provisionally, recognizing their earlier credits after the student proves his ability to do satisfactory work at the institution to which he has transferred, or—in the case of the University of California—will accept graduates from a new *public* institution for two years, while the college is seeking to gain accredited status, without holding up credit for their earlier work. I am assured that the state colleges informally follow a similar practice. In other words, " instant accreditation" cannot be justified as a means of avoiding hardships to transferring students.

Hence, if a junior college first offers classes in the fall of 1963, its graduates of 1964 (if any) and of 1965 would be accepted by the University of California without question even if the institution is unaccredited. Thus the college could have its initial visit in the fall of 1965 after having been two full years in operation, and still anticipate approval prior to the graduation of its 1966 class.

As to the question—in California—of state scholarship eligibility, the high school winner who has a reserve scholarship and goes first to a junior college still holds his reserve scholarship, and the accreditation status of the junior college does not affect the scholarship. Further, a junior college student in an unaccredited junior college is still eligible to take the scholarship examination. The legal point here, according to Arthur Marmaduke, director of the California State Scholarship Commission, seems to be that state scholarship funds may not be paid to unaccredited colleges, but in both instances just cited, no funds are involved.

V.

CONCLUSION

We have reviewed accreditation problems both from the standpoint of the newly established junior college and of the accrediting agency. We have noted that nowhere else in the country have regional agencies so generally made accreditation visits to very new institutions; and we have therefore suggested a re-examination of present WASC policy, at least as regards junior colleges. It has been suggested that to visit a new junior college no earlier than during its fifth semester of full operation would work no real hardship on the new institutions, and would enable sounder evaluation by the accrediting agency. The possibility of developing a category of "Candidates for Accreditation" might be explored if the suggested practice is believed too drastic.

JACK CULBERTSON
Executive Director
The University Council for Educational Administration
Columbus, Ohio

REACTIONS TO THE PROCESS OF ESTABLISHING JUNIOR COLLEGES: IMPRESSIONS OF THE CONFERENCE

As we prepare to ring down the curtain on this production, we would doubtless all agree that we have witnessed an imposing array of talents. The cast of characters—speakers, panelists, and other participants—represents some of the most distinguished names in higher education and gave freely of their knowledge. The producer-director, Dr. B. Lamar Johnson, has once again assembled and integrated a first-rate program, and his entire production staff, headed by Dr. Frederick C. Kintzer, has contributed to the smoothness and efficiency of the enterprise. All concerned are entitled to enthusiastic curtain calls.

It is my role to give my impressions of, and reactions to, the conference. I am going to be rather selective in my remarks for two reasons. First, I have been stimulated to do a good bit of thinking during the sessions, and I am not sure that I am ready yet to draw conclusions from some of these new ideas. Second, my reactions will be, of course, conditioned by my own interests, which lie primarily in the field of innovation, change, and improvement in preparatory programs for educational administrators.

The major impression I have had as I have listened to the addresses and discussions may be succinctly summarized as: "So little time and so much to do." My reactions will be derived from this impression and will relate to the fact that this conference has been designed to help us reach a better understanding not only of the process of establishing junior colleges but also of the processes of innovation and change.

The innovations described in these sessions seem to me to have been fathered by necessity. In the main, they represent innovations of "know-how" and technique devised to cope with the urgent press of events and the great lack of time facing all educators. My concern here is to determine what implications these innovations of technique may have for those of us who are concerned with the preparation of educational administrators.

In some ways the process of establishing a community college, from the construction of multi-million-dollar buildings to the assembling of a staff, trained to perform a specific public service, is comparable to getting a new jet airplane into flight. It occurred to some of us that the concept of the Link Trainer, devised to teach operational personnel many of the aspects of flying before they leave the ground, might be utilized in the preparation of educational administrators. As a beginning, we developed within the K-12 framework a rather complete simulated training situation for prospective school principals. We first made a four- or five-month case study of a school district in the Eastern United States, involving all of the district personnel and going rather thoroughly into the instructional programs and many other facets of operations. After this period we re-created, through a series of about four to five hours of audio-visual devices and 600 pages of written material, this simulated school district, which was in turn put into a simulated community with simulated schools. A new principal will spend two days studying the audio-visual and printed materials which we have assembled before he is given a desk with an "in"-box full of letters, memoranda, and notes representing specific problems in school-community relations, personnel matters, etc. He is asked to solve each of these problems; and while he is in the process of doing so a tape recorder in the room will confront him from time to time with telephone calls and other interruptions representing still more urgent problems. We have also arranged that he visit simulated classrooms during this period. This rather concentrated opportunity to solve concrete problems before he is in an actual administrative position seems to be working out well for school principals; and I am wondering whether we could draw upon this kind of experience to help junior college administrators. We might think about creating a simulated situation for the establishment of junior colleges, simulating actual planning programs that could then be put into certain stages through the use of computers, and the prospective administrator could be confronted with some of the "bottlenecks" and other real problems which likely he will face on the job.

A second, and final, reaction to our conference is my observation that almost exclusively our discussions were locally or community-oriented. We did not talk about the great national forces which are impinging on the community, or if we mentioned them in passing, we did not seem to be aware of a possible relationship between our immediate local situations and such common problems as mobility, minorities, and unemployment. Why? Is it because we have failed to develop any broad perspectives in the preparation of our programs? One of the speakers emphasized that students today need broader preparation and perspectives. Might not the administrators need them too? Or is a simple explanation the true one—that we have indeed given serious consideration to our overriding national problems but have felt that this conference was not the proper forum for their discussion?

In this connection, we might consider briefly the role of the statesman in educational affairs. A statesman is one who sees the relationship between the problems of a single institution and the broader problems common to all our institutions, and the relationship between the present and the future. Is not this one of our greatest needs in the area of junior college administration—to define our problems within a longer-range perspective and to be sure that we encompass the prevailing national, as well as local, forces in seeking our solutions?

Some of our most respected scholars are concerned that technological progress may have made obsolete many of the assumptions upon which our actions are still based. They point out that for many years our whole economy has been based upon the concept of permanent scarcity—that we could expect continued strong growth because our supply of goods would always lag behind the potential demand for them. These thinkers are in agreement, however, that this point of view is no longer valid; that we have in fact entered a period of abundance in which many forces will effect a drastic cutback in our growth. If this analysis is correct, there are many implications for our educational programs and in particular for the programs of the junior colleges. Are we continuing to train our students in skills which automation will render obsolete? Do our instructional programs reflect the exigencies of the present, or of an outgrown past? In an attempt to meet head-on the problems of the statesman's role in educational administration, it might be possible to identify some of the problems, integrate them into simulated situations, and use these simulated experiences as tools to encourage creativity of thinking and freshness of approach. Several of the speakers have observed that the community often lacks a clear concept of what the junior college is or what it should be. This may suggest that in a period of great ferment we should exercise particular care that our programs offer effective assistance to the community in dealing forthrightly with the issues of major concern and impact.

In conclusion, I would remind you that we in the universities hope that we can continue to work together with the junior colleges to help meet some of the opportunities for service that are always present. I am grateful to have had this opportunity to share your discussions.